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ABSTRACT

This is the second of two volumes of written testimony presented to the National Commission on Libraries and Information Science (NCLIS) at its Mid-Atlantic States Regional Hearing held May 21, 1975 at Philadelphia, Pennsylvania. Statements are provided by academic, public, state, and special librarians, as well as by spokespersons for associations, commercial information services, library schools, publishing houses, citizens' groups, and federal and state governments. The majority of the testimony is in response to the second and fourth draft reports of NCLIS, and covers such topics as networks, the objectives of the NCLIS program, resource sharing, library cooperation, law libraries, school media programs, automation and technology, copyright and copying, the role of government at all levels, standards, funding, library education and retraining, the role of the private sector, information quality and distribution, bibliographic control, the role of the library, user needs and education, regional bibliographic centers, and the White House conference. Witnesses represent the states of Illinois, California, Pennsylvania, Maryland, New York, New Jersey, and Delaware, as well as the District of Columbia. (LS)

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NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Mid-Atlantic States Regional Hearing

Philadelphia, Pennsylvania

May 21, 1975. Volume Two.

Written Testimony.

U.S. DEPARTMENT OF HEALTH
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IR 002 417

AMERICAN ASSOCIATION OF LAW LIBRARIES
53 West Jackson Boulevard
Chicago, Illinois 60604

(312) 939 - 4764

April 25, 1975

Testimony for Consideration Prior to NCLIS

Mid-Atlantic States Regional Hearing on May 21, 1975

To: Frederick H. Burkhardt, Chairman
National Commission on Libraries and
Information Science

From: J. S. Ellenberger,
Librarian, Covington & Burling, Washington, D.C.
and
Member, Executive Board, American Assn. of Law Libraries

Subject: Statement on behalf of the American Assn. of Law Libraries Principally Addressing the Program Objectives in the Second Draft of the NCLIS National Program Document Dated September 15, 1974.

This testimony is submitted to the Commission in response to the invitation of Chairman Burkhardt and with the authorization of Mrs. Marian Boner, Texas State Law Librarian and President of the American Association of Law Libraries. Much of the background data for this testimony is excerpted from a "Statement on Law Libraries in California," submitted to the Commission in November 1972 by Professor J. Myron Jacobstein, Law Librarian and Professor of Law at Stanford University.

Since this is the first comprehensive statement to the NCLIS by the American Assn. of Law Libraries, it is obviously too late to influence seminal issues that have shaped the recommended national program now said to be in final revision. Hence, the Association is addressing the eight Program Objectives that were detailed in the second draft of the Program Document, in the hope that these views may influence the Program as finally ordained. In any event, this Association will closely monitor any federal legislation that may be introduced in Congress at the aegis of the Commission and the AALL will support it wherever practicable. As an Association, we are particularly anxious to promote and participate in the recently authorized White House Conference on Libraries.

I. History of Law Libraries and the American Association of Law Libraries.

Because of the function of a very close and somewhat insular relationship of law libraries to the American legal profession, law libraries in the U.S. have had a rather different development than other types of libraries. This results from a heritage of the American legal systems from English common law practice and the absolute reliance of lawyers on their libraries for the practice of their profession. In fact, at every step in an American lawyer's

training and then into practice, teaching, research or politics, there remains an imperative need to be near a sizeable collection of law books. This need was early expressed in the formation of important "proprietary" collections in Philadelphia and New York designed to serve practicing lawyers in these cities and frequently derived from personal collections. The need for access to law books also resulted in the growth of law book publishing by specialized publishers and development of sophisticated systems of legal information retrieval by these publishers.

By the turn of the twentieth century, law libraries had developed into types still generally prevalent: (1) Bar Association libraries, both privately and publicly supported; (2) court libraries serving all manner of jurisdictions, (3) private libraries in law firms and business, and (4) law school libraries of which there are now 127 in law schools accredited by the Association of American Law Schools. There are approximately 775 law libraries of all kinds in the United States.

In response to this history, law librarianship developed as a specialty within librarianship and in 1909, the American Association of Law Libraries was organized principally from then existing membership in the American Library Association. Today, the AALL is a non-profit, educational association of approximately 2,000 members organized within the U.S. by thirteen regional chapters.

Although the "special" nature of legal literature and the intense use of most law libraries by lawyers promoted a certain insularity, this "special" relationship has begun to deteriorate within the past 25 years principally because of the increased need for access to legal information by the public at large. By no means has this change been within the control of American law libraries. Witness state and federal enactments over this period of a wide variety of legislation affecting consumer rights, the environment, "freedom of information," energy conservation and often of great importance to local law libraries, recent court-ordered mandates to extend law library service to prisoners. In consequence, there has been a virtual explosion of new legal publishing that must be acquired at ever-increasing cost by law libraries of all types. Member libraries of this Association are now riding the inflation spiral with libraries everywhere - for example, the cost of law book publishing increased by an average of 22% during 1974 alone.

The present status of law libraries and law librarianship is perhaps no different than other libraries. We need more resources, and we need better ways to make law library holdings in whatever format accessible to each other and to the public.

The Association strongly urges that the implementation of the Commission's final program concern itself where possible with funding and access principally for law libraries with a public commitment in state, county and municipal jurisdictions and law school libraries where increasing enrollments are severely taxing existing facilities.

II. Views of the American Association of Law Libraries on the Proposed Program Objectives in the Second Draft of the NCLIS National Program Document.

With the time available, it would seem that the assumptions presented in the NCLIS Program second draft have been reasonably well-addressed by Part I of this statement. The only further comment might be on Assumption No. 3 regarding an integrated nationwide network of information facilities and the obvious questions of copyright presented by Assumption No. 4. Respecting the "new technology" and the national resolve for an integrated information network, the Association is certainly in support simply on the basis of "resource sharing" especially at the various levels of public law library service.[1/] Within the Commission's

1/ See especially the statement of Mr. O. James Werner, Librarian of the San Diego, California County Law Library presented to the Commission 29 November 1972 at regional hearings in San Francisco. Mr. Werner stresses the importance of regional law library storage and shared resource facilities within a statewide teletype communications network. His statement is attachment No. 1 to this testimony for reference where needed.

capabilities, we would strongly recommend a survey of existing communications networks principally affecting legal research at the state and local level. This Association is prepared to cooperate in the development and review of such a survey.

Collaterally, through its committee structure, the AALL would also want to cooperate on the perfection of standards for microfacsimile information storage and retrieval equipment particularly. This area of technical development seems to present problems common to all libraries and is an area in which practical results may be attainable with or without massive federal funding.

Through its Automation Committee, the Association also monitors late developments in automated information retrieval systems principally now in the hands of private enterprise with the support of various state Bar associations and the American Bar Association. AALL would like to assist the Commission with regular advice on the development of these systems as they may affect the Commission's larger national networking objectives.

On the Copyright issue, the Association is plainly at this time committed to free user access within viable limitations that so far have not been seriously questioned. This may be said to chiefly result from traditional uses of a "specialized" literature in the course of teaching law with the objective of attaining the highest possible level

of practicing it according to rigid professional standards in the name of healthy public policy. In addition, the serials literature in most law libraries is of a largely "non-proprietary" nature again produced in the course of teaching law. However, as this literature becomes less specialized but more available to the general public in libraries of all types, there are potential copyright questions which would plainly fall within this Association's interests. It is with this in mind that the Association is currently active in trying to resolve the various photocopying access issues that are now deeply imbedded in the federal copyright revision legislation.

Turning to the eight Program Objectives in the second draft of the NCLIS Program document, each will be addressed where there seems to be a present policy deserving comment by this Association either from practice or through its present structure.

1. Basic Service to all Local Communities. By its very subject orientation, it is plainly within the interests of this Association to endorse maximum possible law library service to all the people. But there are some very present limitations on how far this can go with available resources for the public cause when the orientation of this Association is based upon teaching the law and assisting its practice. These are not necessarily immutable conditions but the Commission should be advised that there are important organizational

and crucial funding obstacles to anything like full public access to law library resources everywhere. Additionally, in these litigious times, there are also serious questions of evidentiary privilege that must be observed in private law libraries especially. Still, it is certain that where there is a public commitment to law library service, then basic legal research materials must be made available. It seems axiomatic that the Commission should consider the very special funding problems to permit such access when it considers legislation to "ensure basic library and information services to . . . all local communities."

2. Special Services to Special Constituencies: Since 1970, this Association has provided prisoner access to law library materials through its Committee on Law Library Service to Prisoners. This committee operates chiefly through a series of checklists for basic law library materials for each state jurisdiction and another list of law libraries within each jurisdiction available for reference service to prisoners. This program has been distinctly successful in the Association's view and enjoys its regular support through appropriated Association funds. Hence, your hearings record should show that this service exists but the project is voluntarily supported by members of this Association and its

dimensions are not limitless. It is hoped that the Commission might consider this facet of AALL activity appropriate for such federal funding as might be obtained in legislation under Program Objective Number 2.

3. Existing Statewide Resources and Systems: This objective has best been addressed already by Mr. Werner in his statement to the Commission in San Francisco in November 1972. That statement is attached hereto for reference. The Association fully endorses Mr. Werner's testimony, the principal orientation and objectives of which have not changed since original presentation. It can be emphasized at this time, however, that it is at the state and county jurisdictional levels especially that crucial new funding is needed for law libraries and minimum collection and staffing standards should be established as a part of any national library program. Through its Standards Committee, the Association will be available for further advice as the Commission may require.

4. Educational Development: Since 1964, the American Assn. of Law Libraries has conducted a regular rotating series of continuing education summer institutes dealing with various subjects within the professional development. These institutes have particularly stressed training in legal bibliography and legislative research at every level of government.

The institutes have been remarkably successful and current plans, through the agency of the Association's Education Committee, call for more regional instruction on these subjects according to a standard Association-developed curriculum. National programs will presently begin to emphasize more sophisticated problems dealing with access, acquisition and control of the various forms of legal bibliography not only in common law practice but in foreign jurisdictions as well.

In addition, various regional chapters of the Association have regularly conducted institutes on developments in computed retrieval of both primary and secondary legal authority. Where possible, the Association has supported local academic programs within the regular library science graduate curricula and this is best detailed by reference to the Association's "Recruitment Checklist," a copy of which will be on file with the office of the Commission. In this category of Program Objectives, the Association believes that it has been generally attentive to its educational obligations particularly for new law librarians who are not always equipped with specialized training in the course of graduate study. There is, however, by no means yet a standard for this instruction and the Association wants to cooperate where possible in any national library program aimed at standardizing specialized training for law librarians.

5. Coordination of Federal Programs: It is difficult to determine whether it is here or in Program Objective No. 3 that special attention should be called to the need for greater inter-library cooperation and sharing of resources at all levels probably best and only attainable through some over-all federal agency or program. Although this Association has been fortunate in having inspired support and cooperation from the Law Library of Congress, this great institution has never had the support of federal funding and direction given, for instance, to the National Library of Medicine. This may, however, be more the result of focus than objectives since the Law Library of Congress is the law library for Congress.

At this time, the Association would generally endorse any effort by the Commission to strengthen inter-law library coordination for greater access by other libraries and information centers. Possibly, some of this impetus could originate in the Law Library of Congress and associated services in the Library of Congress. Not that this would be any radical innovation since the Association and its member libraries already have access to such L.C. programs as the MARC tape cataloging resource and the continuing development of "Class K" law library classification standards.

As an Association, we would only call the Commission's attention to the fact that the Law Library of Congress could be in a pivotal position to influence federal and state law library standards and to a degree assist in better inter-law library cooperation at every level of government. Assuming that some type of information networking evolves from the National Program, than it would seem only natural that the Law Library of Congress should be at the center of an attempt to bring greater legal information service to the public. One place to start might be to establish a working conference of federal, state and local law libraries with representation from the Law Library of Congress and liaison responsibilities to the NCLIS and the AALL. In any event, it is principally at the state and country level where there are now few standards and generally poor funding for law library service. This is where the public is for which the NCLIS seems most concerned. If the objective is total information through greater networking and better use of existing federal library facilities, then certainly the STATE law libraries should be given important place in the information pipeline above and below.

6. The Private Sector: For the AALL, this means the law libraries of the practising legal profession and the law libraries of business. Since the Special Libraries Association has already commented on the Proposed National

Program, this Association would endorse its present views established around "positive" and "negative" reactions.[2/] In its view, the SLA was chiefly uncomfortable with being lumped into "The Private Sector" and although this is principally a point of semantics, the "special law libraries" of the AALL would also be uncomfortable. Like SLA, this group of law libraries would also like to see some generous concerns for a Chapter IV in the National Program dealing with "Current Problems of Information Services." How in effect can the services of these libraries be tapped when their orientation is so "special?" This is a major problem if the NCLIS mission is broadly interpreted. Current lack of time, space and staff in most special libraries will seriously limit general networking access. Certainly for special law libraries, the Commission should be particularly aware of SLA's negative reaction number 3: Fear of loss of privacy and threat of disclosure of proprietary information. When and if this problem must be resolved, the AALL would prefer to join interested SLA members with whom we have a strong representative relationship.

7. A Locus of Federal Responsibility: Although this Association realizes the importance of some sort of overall guidance for any National Program that might be established, it is difficult to make any solid recommendation at this time. The Commission itself seems to be unclear on the

2/ See SPLBA 66 (5/6) 284-285 (1975) as attachment no. 2.

point. Very probably, the question will be determined largely according to the division of labor assigned to the final National Program and what reception it is given in Congress. If the National Program involves standards of information acquisition, retrieval and maintenance, then certainly the Library of Congress and, for AALL, the Law Library of Congress should be preferentially involved.

In our view, the Division of Library Programs in the U.S. Office of Education has not been notably successful in developing standards even in statistical reporting where it should be more effective for the library specialties. For instance, following prolonged and fruitless discussions with the Office of Education, the AALL finally requested and received in 1970 Council of Library Resources funding for an annual survey of the statistical dimensions of law school libraries. This information is now reported in the Law Library Journal but it is becoming clear that the Association will probably have to support this effort alone in the future. Nevertheless, it is a singularly successful program of special benefit to our law school library membership and the various accrediting organizations to which it must be accountable: The American Bar Association and the Association of American Law Schools. The point of this is that success has often proceeded from private initiatives even though a federal agency was presumed to be interested. Certainly the National

Commission itself will have to provide present motivation for any National Program. That is its mandate. Pending further definition of what must be "standardized" and what manner of networking will evolve, the Commission is probably the best place to leave incipient federal authority.

8. The Nationwide Network of Library and Information Service: This final section of the second NCLIS National Program draft is plainly the most complex and the least conducive to easy generalizations. Considering the vast range of problems which it introduces and which must be resolved to establish a National Network, it would be this Association's present recommendation that as many of these proposals as possible be examined by working teams of consultants with the support of and responsible to the National Commission. Such NCLIS proposals as Information Access Standardization, Making Unique National Collections Available, Developing Centralized Services for Networking, Exploring Computer Use, etc. cannot be resolved by a Commission of fifteen members and a small office staff. Nor can busy professional librarians and others involved be called upon to resolve all of the issues presented in this final section of the draft. But pilot legislation aimed at establishing and

funding consultant groups, working in concert on so many interrelated problems is an obvious place to start.

The American Association of Law Libraries is prepared to assist this process wherever possible.

J. S. Ellenberger

Attachments (2)

AH#1

Testimony for Consideration Prior to
Regional Hearing at San Francisco on 29 November 1972

To: Frederick H. Burkhardt, Chairman
The National Commission on Libraries and Information Science

From: O. James Werner, Librarian
San Diego County Law Library

Subject: Current Problems and Suggestions of Needs of County Law Libraries in California

The views and suggestions set forth here are based largely upon discussions I have had with other county law librarians. Had I been allowed more time for preparation of this statement I feel sure that it would have incorporated more ideas that might be of interest to your commission. Although I contacted each county law librarian in California and invited his comments, the time available was too short to obtain more than a small sample of opinion. I did, however, have the advantage of past discussions with other county law librarians to guide me in making the suggestions that follow.

Funding California County Law Libraries

The need that is most frequently voiced by county law librarians in this state is for a more adequate method of funding county law libraries. The present method whereby all funds for salaries and books come from a portion of filing fees in civil cases does not provide enough funds for adequate book collections or full-service library staffing in all but the heaviest populated counties. Although the thinly populated counties sometimes receive allocations from county taxes to supplement their fee income, such allocations are at the discretion of the county boards of supervisors and

cannot be relied upon. As a result, smaller county law libraries often have to discontinue subscriptions and loose-leaf services that depend upon long-range committment of book funds, and they cannot afford to have full-time librarians, let alone professionally trained librarians. In many cases clerks of the court or judges' secretaries must act as part-time librarians of such law libraries.

A first step that could be taken by your commission would be a strong recommendation to the legislators of California to change the law governing county law libraries so as to broaden the base of financial support. This could be done by writing into the law a requirement that each county supplement the fee income of its law library so that the library's annual income for books and salaries should be a reasonable minimum, such as the minimum that the Association of American Law Schools sets for libraries of law schools that wish to receive its accreditation. In my opinion a reasonable minimum figure for book budgets would be $20,000 a year (the AALS minimum was $40,000 in December 1968 and has since been increased) and a reasonable minimum for salaries would be $9,000 to $12,000 a year, enough to obtain the services of a full-time librarian, hopefully a professionally trained librarian. Such a total minimum annual budget of $32,000 would have to be adjusted by later legislation as conditions changed, but a provision in the law for the minimum budget would facilitate future adjustments, which would be easier to effect than trying to obtain supplemental funds from each county's board of supervisors each year, as must now be done in thinly populated counties.

As an alternative to the above recommendation, I would

suggest that your commission at least recommend that a study be made by state legislators, together with attorneys and law librarians, to determine the best way to improve the presently inadequate method of financing the county law libraries of this state. Since county law libraries are used by the judiciary, the bar, county officials and the general public, it does not seem unreasonable to commit county tax funds to provide library service in those cases where court fees are inadequate.

Regional Storage Libraries

County law libraries, like other research libraries, have need of certain legal publications only on an infrequent basis, although when they are needed by a researcher they are just as important as other works that are used continuously. Such publications cannot be afforded by the average county law library, and the handful of large county law libraries that can afford them could better utilize their funds if they did not duplicate each others purchases of lesser used materials. One answer to this problem is the establishment of regional depository libraries - perhaps one in northern California and one in southern California - where all law libraries could send their lesser used publications and which could be supported on an "ability to pay" basis by the law libraries of the region. The depository library would also purchase new materials unlikely to be in heavy use. Such a depository library would be the proper place to hold microform materials that are not heavily used. It could send to borrowing libraries hard copy printed from the microforms, or it could send the microform itself in cases where many pages are needed. Such a depository could make available

microform materials that most county law libraries cannot afford to purchase: such things as the records and briefs of the United States Supreme Court, briefs of the Courts of Appeal and Supreme Court of California (discussed more fully below), the Federal Register, legislative histories of acts of Congress, the United States Statutes at Large, and other large sets of legal publications.

Communications Network

Some county law librarians believe that a greater effort should be made to establish better and faster communication between the county law libraries, as well as with other libraries in the state. The need to obtain from another library materials lacking in their own libraries can now be met most quickly through use of a telephone request, and less quickly by mail requests. However, the cost of long distance telephone calls probably deters many of the needy smaller libraries from making frequent telephone requests. The least that should be done to improve interlibrary communication, and thus improve the service of all county law libraries, is to make a study of the alternative means of communication, with a comparison of the costs. It may be found that the cost of a statewide teletype network or WATS line would be less than all the long distance calls that are now made by all state libraries, including county law libraries. Certainly a speedier way to obtain copies of legal materials from other libraries would be to use facsimile transmission equipment that works in conjunction with the telephone, but again the costs and feasibility ought to be studied prior to any definite recommendation. On the other hand, the net result of such studies might well show that the potential

number of requests for interlibrary loans in total are not great enough to warrant any communications network other than the existing long distance telephone system and that the telephone is not being fully utilized in view of the funds presently available to county law libraries. As with most of the problems discussed, better funding of the smaller libraries would meet this problem by encouraging smaller libraries to use the telephone more to satisfy their interlibrary borrowing.

Microfilming State Briefs

Briefs filed in the California Courts of Appeal and the California Supreme Court are valuable research materials for lawyers, but the printed briefs are available only in twelve law libraries in the state, six of which are county law libraries. The obvious way to make state briefs available to all county law libraries would be to microfilm them at the source: that is, have them microfilmed by the clerks of the California appellate courts. The older briefs, of course, would have to be microfilmed from one of the existing collections. A complete collection of printed briefs covers more than 4,500 linear feet of shelving. Microfilming of briefs would make it possible for the smaller county law libraries to have broad coverage of California briefs without exhausting their limited space. A strong recommendation for such a program by your commission would be most helpful and persuasive to the legislative and judicial officers who can authorize such a program and can provide the funds for it. I have just proposed to the twenty largest law libraries in the state a co-operative program to microfilm old and current California briefs, but the response has been [illegible]

than encouraging because of the cost each library would have to bear: over $9,000 a piece for old briefs and over $600 a piece per year for current briefs.

Unless new legislation provides for reasonable minimum budgets for county law libraries, it would probably be necessary to provide grants to the smaller county law libraries for the purchase of microform reader-printers if they are to take advantage of microfilmed briefs. Today a reader-printer costs about $1,600 and can be purchased with coin operation attachments that collect charges to cover the cost of operation and recoup the original cost of the equipment.

State Administrative Codes and Attorney-General Opinions

Another legal research tool that is greatly missed by the patrons of county and other law libraries is a code of administrative regulations for each of the fifty states. Although California and some of the other large or progressive states do have their regulations organized into codes that are kept up to date and have useful indexes, most states have not been able to produce administrative codes. Commercial legal publishers are not interested in editing and publishing such materials unless there is what they consider a satisfactory market for their sale, and that usually means they want to publish administrative codes only for the populous states, which are generally the states that have taken it upon themselves to publish administrative codes through their state printer, or by contracting the work on a bid basis.

Considering the great practical impact that state regulations have upon the lives of all citizens, something must

be done to stimulate the codification and thorough indexing of state regulations, as well as establishing a continuous program to update the codes so they will contain all regulations of general application currently in force. Public or private grants may be the most effective way to launch such publishing ventures in all the states that now lack administrative codes. Lack of funds has been the usual excuse for failing to produce such codes to date, and as a result lawyers and the public must piece together the regulatory structure by requesting specific regulations from the state agencies or relying upon commercial loose-leaf services that cover some, but not all, of the subject areas of the law

The situation in regard to the publication of the opinions of state attorneys-general is not as urgent as that for state regulations, but many states do not publish attorney-general opinions, or they merely distribute photocopies of opinions as they are rendered on an unsystematic basis. The least that should be done is to make the opinions available on microfilm and to produce a cumulative index for each state. As is true in California, some states that have been publishing attorney-general opinions in bound volumes have not published the opinions that were rendered in the early years. Those opinions in most cases are available in the files of the state attorney-general and could be put on microfilm if funds were available for the project.

Continuing Education of Law Library Trustees

The boards of law library trustees in some counties of this state seem to have rather bizarre ideas as to their duties and responsibilities, as well as to the duties and

and responsibilities of their law librarians. I have heard reports of boards of trustees trying to abdicate their responsibilities to other officers of the county and dispensing with the regular meetings required by the statutes that govern county law libraries. In some counties there is genuine doubt as to what trustees are supposed to do as compared with what the librarian should be doing.

One suggestion that has come forward regarding this situation is a program of conferences or institutes for the benefit of county law library trustees in which the distinct functions of trustees and librarians could be discussed and clarified. Certainly the experience of librarians and long time trustees of the best run county law libraries should be shared with those trustees who may be new to the job or who serve in counties that are disadvantaged financially or in other ways. The law librarians already have a forum through which they can share their problems and experience - the American Association of Law Libraries and its regional and local chapters - but there is not presently a comparable organization for the benefit of the county law library trustees. I think that a recommendation in this area by your commission might well stimulate and support efforts to initiate such a program.

Continuing Education of County Law Librarians

Although the law librarians of the state have a forum for interchanging ideas, the professional meetings are usually attended more by librarians from the academic law libraries, the largest law firm libraries and the large county law libraries. I suspect the poor attendance by librarians from the smaller county law libraries is due to the fact

that they are usually personswith no professional training and they are not provided with travel expense funds that they would need in view of their modest salaries. Many law librarians feel that the quality of county law library service would be improved considerably if a program could be launched for the continuing education of county law librarians. The vehicle for such education could be an annual or semiannual seminar to which all county law librarians would be invited. One seminar could be statewide and the other regional, again perhaps a northern seminar and a southern one. But to encourage wide attendance it would be helpful if the boards of trustees would show their interest in improving their librarians' effectiveness by providing funds in their library budgets to cover travel and hotel expenses for the two meetings each year. The meetings could be organized through the regional chapters of the American Association of Law Libraries in order not to create an additional overlapping library organization just for the purpose of the seminars. The problems of county law libraries are almost different enough from other law libraries to justify a separate organization of county law librarians, but staying within the larger, more heterogeneous group of law librarians has definite advantages too and provides the possibility for a wider exchange of ideas and personal contacts that can enrich each librarian's experience and make him more effective in his own library.

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ADDITIONAL TESTIMONY FOR CONSIDERATION BY
THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION
SCIENCE, REGIONAL HEARING, SAN FRANCISCO, NOVEMBER 29, 1972

(Testimony of O. James Werner, Librarian, San Diego County Law Library)

I would like to add the following remarks to my written testimony:

In my written testimony I suggested that county law library budgets should be supplemented by income from boards of supervisors on a mandatory basis so as to insure that every library would have a minimum annual income of $32,000. I will hand you with this testimony a table of figures which shows the income, book collections and employees of California county law libraries for 1970-71, the latest published figures. The table discloses that in 1970-71 75.4% of the county law libraries received income of less than $20,000, including the funds from their boards of supervisors.

The same table reveals that 50.9% of the county law libraries had less than 10,000 volumes, whereas the basic collection for county law libraries recommended by the State Law Library in January 1972 was nearly 13,000 volumes. (California State Law Library. California County Law Library Basic List, Jan., 1972 p. i.) To show that the suggested minimum of $32,000 per year income for a county law library is realistic, I mention that the State Law Library estimates that it costs $11,000 a year just to keep the basic collection up to date with supplements and continuations.

The table also shows that 73.7% of the county law libraries had less than one full-time employee. This substantiates my comment in the written testimony that funds are needed to provide adequate staffing of county law libraries if they are to render the kind of service their users have a right to expect.

I would also like to hand to you a copy of an article by the former Librarian of the State Law Library that supplies excellent background on the history and condition of county law libraries as of 1969, and which describes the services that the State Law Library performs for county law libraries. From what I can tell, the position of county law libraries has changed little since 1969. As is stated in the article, non-law libraries tend to expect their local county law library to buy the legal publications which the non-law library does not want to spend its money on. This places a financial burden on the smaller county law libraries that they are in no position to carry. The result, of course, is that in such communities there is a scarcity of law books, and the books must be borrowed from law libraries elsewhere.

SB 530 Creates Calif Lib Network Board
Provides for network research libs (cable 6)

SB 1361 Creates Calif Lib Network Board
Funds for lib systems & establishment grants (public libraries)

SLA

AH. #2

The Proposed National Program

To summarize the Draft Report very briefly, it is an attempt to state a potential program to be undertaken to make information available to anyone in the United States who needs it. This information will be provided by libraries of all sorts and by information vendors such as the publishing industry, data base producers, indexing and abstracting services, etc. The document studies the user and his needs, the libraries and their problems, and advocates all types of service, with special emphasis on new technology and networks. It is envisioned that the national program will be strongly user-oriented and will encourage local, state, and national information services. Present network activities and barriers to cooperative action are studied.

Eight objectives are identified:

1. Basic minimum library and information service adequate to meet the needs of all local communities.
2. Services to special users including the unserved.
3. Strengthening existing statewide resources and systems.
4. Strengthening the human resources needed to implement the program.
5. Coordination of existing federal programs.
6. Participation of the private sector.
7. Establishment of a locus of federal responsibility.
8. Planning and developing a nationwide network.

To achieve this plan, the National Commission envisages a national network in which the federal government has major responsibilities for establishing standards, making unique national collections available to all, developing centralized services for networking, applying computer use, exploring new forms of telecommunication, supporting research and development and fostering cooperation with similar national and international programs. The state governments, the Library of Congress, and the private sector will have supporting responsibilities.

A few ideas of the National Commission which are of particular interest to SLA are:

1. *Involvement of the private sector.* NCLIS is anxious to involve both business and industrial libraries and information centers and the information vendors in the national plan, believing this to be a prime social responsibility of private enterprise.
2. *Faster, cheaper communication.* NCLIS believes it is important to speed up and make much less expensive the means of communication between user and information—whether by communication satellite, terminals, Telex or pony express.
3. *Networking.* NCLIS sees networking as the single most important method for implementing their program.

SLA's Positive Reactions

This program was—in the philosophic sense and with some reservations—endorsed by the SLA group. Especially applauded was the bias toward the user and his needs: a concept of major importance to special libraries.

However, there were a number of areas with which we were uncomfortable with the document.

First, in each case the special libraries were lumped into sections called "The Private Sector" and in many of the places where this topic was considered, the entire section seemed to us to deal with information vendors. Apparently, in the National Commission's mind, special libraries were equated to vendors rather than to libraries. We emphasize that this was an erroneous assumption.

To be specific, "Objective 6, Make the Private Sector an Active Partner in the Development of the National Program" and a section under responsibilities of the private sector, while mentioning libraries in the same breath with vendors, seemed to apply only to vendors and to have no relation to special libraries. We were also anxious to point out that very many special libraries are in the public sector in government, universities and public libraries.

Secondly, the section describing special libraries was not acceptable to the SLA members. In part it was inadequate and inaccurate in providing a clear idea of what a special library really is. In part it stressed some problems of special libraries which we believed to be problems applicable to all libraries and to be relatively minor and not worth stressing in a document of this kind.

The third area of concern was that many of the definitions contained in the glossary were inadequate. The NCLIS Executive Director suggested that the National Commission would be grateful for SLA's ideas on any or all of the definitions.

The American College / Bryn Mawr, Pa.

Solomon S. Huebner School of CLU Studies
School of Advanced Career Studies
Graduate School of Financial Sciences

Marjorie A. Fletcher
Research Librarian

April 10, 1975

Mr. Frederick H. Burkhardt
Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 K Street, N.W.
Washington, DC 20036

Dear Mr. Burkhardt:

Representing the Special Libraries Association, Philadelphia Chapter, as Chairman of the Chapter's Committee on NCLIS, I have prepared a written testimony for the National Commission on Libraries and Information Science prior to the Middle Atlantic States Regional Hearing to be held at the Sheraton Hotel, Philadelphia, Pennsylvania, on May 21, 1975. Working on this committee with me were Ms. Olive F. Whitehead, Librarian, Government Communications and Automated Systems Division, RCA Corporation, Building 10-6-5, Delaware Avenue and Cooper Streets, Camden, New Jersey, 08102, and Mrs. Ruth Burns, Librarian, The Franklin Mint Information Research Services, Franklin Center, Pennsylvania.

It is essential to define the characteristics of the Special Librarian to enable the National Commission on Libraries and Information Science to evaluate the needs of the Special Library. The definition of characteristics, in turn, makes evident the way Special Libraries can help the nation.

CHARACTERISTICS OF THE SPECIAL LIBRARIAN

Are subject specialists; provide service through specialized subject collections; exercise speed in information retrieval; practice networking through sharing information and resources; know where to obtain information outside of printed sources.

What are some of the ways in which the Federal Library system could meet Special Library needs?

MICROFILM AND MICROFICHE

Make accessible on microfiche a union library catalog by subject area expanded for all media, indicating location, media, ownership of copyright and availability. Subsidize cost to provide local area libraries with duplication equipment.

Make available special collections on microfiche, such as picture and print collections, map collections, rare books, or provide, on user demand, this type of service.

Bryn Mawr, Pennsylvania 19010 Telephone 215-525-9500

Establish provenance of microfilm collections and mail service for duplicate copies of microfiche sources. Users need to know who owns copyright and how to obtain permission for reproduction.

Subsidize microfilming of special collections to make them more available.

Encourage microfilming of journals like "Numismatic Weekly" which need guarantee of public response to justify microfilming by commerical services. Encourage shared holdings of microfilmed journals. Should Special Libraries be encouraged to make contributions toward microfilming special collections? Should the National Commission encourage a tax advantage for corporations and other contributors for capital investment for new technology in the information field?

CATALOGING

Current cataloging does not meet the full needs of Special Libraries because subject headings often are not relevant. Special Libraries need and use special subject headings in card catalogs and computer bases.

Standards for cataloging audiovisual materials should be established.

LIBRARY SCHOOL CURRICULUM

Library Schools are not preparing graduates to function in Special Libraries. There is a need to provide training in management, human behavior, and cost-profit orientation.

The curriculum should encourage library students to become people oriented. Weekend seminars and refresher courses for professionals might be government sponsored and funded, such as Armed Forces Management School courses and Armed Forces Institute courses. Library Schools should examine the standards of graduate programs designed for management responsibility.

Provision should be made for more library education opportunities for paraprofessionals, such as the program at Philadelphia Community College.

INDEXING

To meet the needs of Special Libraries indexing services should be made more current. Hard copy indexing services are always several months in arrears. The New York Times, etc. is not sufficiently current for meeting special information retrieval needs.

The relationship between Special Libraries and Regional computer networks should be defined. Encourage expansion of access to commercial computer data bases as a cooperative venture. Local centers for terminals capable of accessing a full spectrum of

data bases might be provided. Funding could be established by subscription with access time reserved.

SPECIAL LIBRARIES AND THE FEDERAL GOVERNMENT

Should a special tax advantage be provided for library related capital investment? How much should a Special Library belonging to a corporation be expected to serve the public? Although Special Libraries are corporate, academic, and public, little thought has been givern by the Federal Government to meeting corporate information needs. For example, a strong Department of Commerce Library should again be provided in Philadelphia with a Watts Line to Washington, D.C.

There are few publicly funded collections in the Philadelphia area which provide business information service to corporations. There is a need for more communication on resources which are available. Special Librarians need to know where other subject specialists are. For example, museums should provide more access to their collections.

In conclusion, the Philadelphia Chapter of Special Libraries Association is most sincerely interested in aiding the efforts of the National Commission on Libraries and Information Science.

Sincerely yours,

Marjorie A. Fletcher, Chairman
Committee to submit testimony to
the National Commission of Libraries
and Information Science for the
Philadelphia Chapter of the Special
Libraries Association,

Ruth Burns, Librarian, The Franklin
Mint Information Research Services,

Olive F. Whitehead, Librarian,
Government Communications and
Automated Systems Division, RCA
Corporation

MAF/pmw

cc: Ruth Burns
Olive E. Whitehead

TESTIMONY
FOR
THE NATIONAL COMMISSION ON LIBRARIES
and INFORMATION SCIENCE
REGIONAL HEARING
PHILADELPHIA
MAY 21, 1975
by
KEITH DOMS, DIRECTOR
THE FREE LIBRARY OF PHILADELPHIA

TESTIMONY FOR THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE
REGIONAL HEARING, PHILADELPHIA, MAY 21, 1975

by KEITH DOMS, DIRECTOR, THE FREE LIBRARY OF PHILADELPHIA

This testimony is addressed to the specific concern that the National Commission on Libraries and Information Science has expressed regarding the problems of large urban public libraries.

The problems of the traditional large city library system simply cannot be divorced from the over-arching problems of the American City, particularly the older ones located in the Northeastern region of the United States. In this respect, the Philadelphia Story typifies the plight of many cities and their institutions.

The Free Library of Philadelphia is a part of that Story. Over the last eighty years it has grown from a three-room public library to a large system which serves its constituency through a variety of outlets ranging from a large Central Library right on down to its nerve ends which include sidewalk vans, stations in housing projects, and child care centers. Its resources are considerable in scope, quality, and variety. There are nearly six million items in a collection which is multi-media in scope and highly specialized in areas such as music, Philadelphia Theater, automotive reference, rare books and government publications. Its holdings in Early American Children's Literature are noteworthy.

The constituency served by The Free Library is diverse and requires materials and services that must undergird literacy programs right on through to supporting sophisticated research. Fundamentally, the Free Library is a core city library which, by nature of its service mandate, functions informally as a regional resource center that embraces nine counties in three states and is the humanities resources center under the State Library Code for the Commonwealth of Pennsylvania. Currently, it provides access to four computer-based information centers, including the New York Times Information Service and OCLC.

While the Library is beset with problems common to other large cities, it is at the same time confronted with an almost endless array of opportunities to serve, with materials and programs, those local needs that are glaringly apparent. The composition of the population of the City of Philadelphia reflects opportunities and needs, as well as problems which the Nation can ill-afford to ignore.

According to recent estimates, the population of Philadelphia is approximately 1,950,000 persons. Of this total, nearly 265,000 are age 65 and up and many, if not most, are poor or are just getting by. Roughly 300,000 persons are estimated to be functionally illiterate adults--approximately 70% of Pennsylvania's total. From 17-20% of the city's population receive public assistance. Of the total population, there are nearly 125,000 Spanish-speaking residents. Reading improvement is needed by tens of thousands of adults, children, and young people. Consumer information materials and services must be strengthened.

The very same city which is "home" for hundreds of thousands of persons whose needs are neglected or only partially met, is also "home" to businesses, financial institutions, industries, and entrepreneurs whose needs for information are often advanced and who can and do make legitimate demands upon the Free Library for services and information useful to them in the conduct of their operations.

The entire metropolitan area is heavily populated with students, researchers, writers, and others who draw directly upon the Free Library's resources, or tap those resources through inter-library lending networks. The Philadelphia metropolitan area is estimated to have a population well in excess of 5,000,000 persons.

How a plan for national library service can be related effectively to the many and varied "publics" of the Free Library of Philadelphia is compounded by the fiscal plight of cities. To plug into computer based national information networks is one thing. To provide locally for the library and information needs of the aging, the illiterate, the poor and the educationally and culturally disadvantaged is quite another.

It is clear to me that our City with its ever-increasing human needs and shrinking tax base has stretched nearly as far as it can in its efforts to cope with current needs and expectations. More dollars from State and Federal sources are needed desperately. Just how many more is a tough question. Perhaps as a first step, NCLIS should give major attention to devising qualitative and quantitative standards for the public libraries of America. After all, the public library in "anywhere USA" is the type of library that is closest to all of the people and, therefore, serves as the principal access and distribution point for information and library service. In my opinion, there is a Federal responsibility here which can be met without interfering with the local governance of local institutions.

Having little else on which to base my opinions other than experience, I have concluded that for survival and maintenance of viable public library service, state and federal subsidies will be required throughout the country. And for many public libraries, the need for such financial assistance is most urgent. While there could be several formulae devised as to the amount of support to be provided by state and federal governments, I believe that from 50-60% of public library funding should be provided by local government with the balance being provided by the next higher levels of government.

As a practicing public library administrator, I feel that the Federal Government must go well beyond the establishment and maintenance of network and bibliographic services and assist public libraries with their annual operating costs. Such financial assistance would enable public libraries everywhere to disregard political boundaries and open their facilities and resources to all and, thus, truly provide equal access for all Americans to the nation's library and information resources.

Further, I would like to suggest that the proposed White House Conference on Libraries and Information Science be given over largely to in-depth consideration of the role and relationship of the Federal Government to the financial needs of all types of libraries. If Federal Aid to libraries is to become a reality, it will be necessary to establish standards and qualifications for participation. Close consultation with State agencies that are experienced in the administration of state aid programs could be most productive in planning an articulated local-state-federal funding plan.

Whether it is feasible to implement a categorical program in light of new federal revenue sharing programs will require careful exploration. And whether or not there is any real likelihood that certain library operating costs can be transferred to regionalized tax bases is another area that must be explored.

In addition to operating fund requirements, it is recommended that NCLIS consider the issue of capital program needs. To be more specific, because of their resources, strategic locations, and experience, many large city central libraries will continue to play an important wide area and national role in the development of resources and information dissemination. However, many such central library buildings are overcrowded and need to be expanded in order to function effectively as nodes in a national library services network.

The Central Library of The Free Library of Philadelphia is one of several severely over-crowded metropolitan central library buildings.

It is not logical to expect over-burdened local taxpayers to bear the full costs of central library building expansion programs and it is therefore proposed that NCLIS consider Federal legislation that would provide capital funds for the establishment or expansion of physical facilities that would serve as satellites in any future national library services program.

Even though library and telecommunications technology have in many ways reduced space requirements for "on site" storage of materials, it is evident that the pile up of print and other materials is not abating and that, as a result, it probably will be necessary to continue to store selectively large amounts of information materials on a regional basis.

I am grateful for this opportunity to submit the above testimony.

Philadelphia
7 April 1975

Congressional Information Service
Montgomery Building
Washington, D.C. 20014
Telephone 301/654-8595

April 23, 1975

Dr. Frederick H. Burkhardt
Chairman
National Commission on Libraries and
Information Science
Suite 601
1717 K Street, N.W.
Washington, D. C. 20036

Dear Dr. Burkhardt:

Thank you for your letter of March 14, inviting me to submit written testimony prior to your mid-Atlantic States Regional Meeting to be held in Philadelphia next month. I hope this letter arrives in time to be of use to you.

As a publisher who deals with government information, I am particularly concerned with the need for better coordinating the relative roles of the public and the private sectors in the dissemination of public information.

As the final draft of your program report indicates, "The Federal Government is the largest single producer and disseminator of information in the United States. Each year, the Federal agencies spend billions of dollars on projects which invariably lead to new information of benefit to the American public." I would amend the second sentence to read, "potential benefit." While government information is a national resource of enormous potential value, its potential is far from fully realized today.

To rely on the government alone to provide the tools for full utilization of this resource would be both unrealistic and dangerous.

Dangerous because of the need for unfettered access. While a government monopoly of the <u>production</u> of public information is unavoidable, a government monopoly of the <u>distribution</u> of public information can, and should be avoided.

Unrealistic because the task is too large and too demanding of creative imagination for it to be left in the hands of a single sector.

The need for public/private cooperation in the distribution of government information transcends the economic question of government competition with private industry and the related question of whether the best way to widen the distribution of public information is to lower the cost of that information to the user.

Unfortunately, the basic policy guidelines required for such cooperation do not presently exist. As a result, much needed action is not taking place, and many Government actions taking place are actually counter-productive.

We need a national policy on the distribution of Government information that recognizes the need for and facilitates the implementation of public/private cooperation in this field.

No organization within the Government is currently working towards the development of this urgently needed policy. If the National Commission of Libraries and Information Science does not assume this role, I wonder who will. I hope you and your collegues will seriously concern yourselves with this question and that you will take the action that is needed.

Thank you for your consideration.

Sincerely yours,

James B. Adler
President

JBA/lcp

TESTIMONY

of

LAWRENCE H. BERUL
Executive Vice President
Aspen Systems Corporation

The following statement represents my personal views as an information scientist and not necessarily those of my corporation.

1. Commercial Information Services

It is my opinion that insufficient attention appears to have been given in the national program draft to the services offered by the private sector. Many of the conventional reference tools are currently being produced by the private sector and purchased by libraries. Examples include books in print, chemical abstracts, current contents, etc. The typical user in a library, however, is not faced with any charges for using this conventional service as it has been purchased by the library for his use.

With the advent of non-conventional on-line bibliographic search systems, the library can no longer offer free access to these advanced tools. Charges are based on usage. Some terminals, however, are already being placed in libraries for accessing Federal data banks and in some cases there are no user charges for the machine time consumed or for accessing the public data bases. This practice, however, may tend to discourage the use of private sector data bases, which in certain instances may have far better indexing and/or coverage than the available government data bases, but for which a user charge must be imposed.

2. User Payment Mechanism

There should be mechanisms both for simplifying the collection of user charges and for aiding those users who cannot afford to pay yet have a need for information services.

Federal subsidies could be granted to users as well as to libraries and other information services. Food stamps, rent subsidies and similar programs allow the user to choose the service which best meets his need. Information stamps or credits to researchers, disadvantaged or other special interest groups may be a worthwhile alternative to consider if the concept of a user charge is too difficult to accept in the context of free library systems.

3. Free Market Place

Private information industry resources should be encouraged wherever possible. Before additional federally operated information services are established, studies should be undertaken of the comparative cost to the user for services rendered by federally operated information centers, contractor operated centers or private commercial services. One analysis which would be useful would be to draw a comparison between the cost to the user for paper or microfilm copies of documents furnished by contractor operated services such as ERIC or NASA versus government operated services such as NTIS. The response time and other service attributes should also be evaluated.

4. Standardization

While standardization of bibliographic formats and interconnectivity of devices and systems is a desirable and ultimately

necessary goal, there may be legitimate reason for individual variations from a rigid standard. Hence, consideration should be given to techniques such as data definition languages within the context of a data management system, wherein varying formats can be tolerated. Perhaps a standard for data definition languages could be adopted, without absolute standardization of all bibliographic and other information format elements.

5. Distribution Channels

The national program report tends to picture certain national resources for bibliographic control within particular specialities and for a national lending library. The public and research libraries, themselves, are pictured as retailers of information services.

There will inevitably need to be many intermediate levels of processing and distribution to account for particular interdisciplinary biases which would combine information from the basic disciplines of physics, chemistry, engineering, medicine, etc., in order to fashion a number of specialized user oriented information services.

Similarily, physical access to lending libraries, facsimile and other duplication mechanisms may more realistically be provided from a geographic rather than from a national viewpoint.

6. Summary

In summary, my main suggestions are that:

a) More effort should be made to encourage rather than discourage the use of commercial information services, as primary bibliographic sources, as wholesalers or re-packagers and as retailers for

specialized services. The industry can also serve as operators of federally funded information centers.

b) If federal funds are going to be used to finance information services, consideration should be given to mechanisms to allow the user to choose which services he wants to satisfy his own unique needs. This would let the free marketplace decide which services have the most value.

c) Standardization, while important, can perhaps be taken too far. Technological rather than political solutions may be useful in helping to live with less than total standardization.

d) There tends to be too much focus on national resources as centralized producers and libraries as the primary access to users. There are many other levels of distribution and processing in between these two levels. True networking would consider all of the levels of distribution, functions and the geographic dispersion of resources and users alike.

Lawrence H. Berul

Lawrence H. Berul
Executive Vice President
ASPEN SYSTEMS CORPORATION

JAMES A. SENSENBAUGH
STATE SUPERINTENDENT
NETTIE B. TAYLOR
ASSISTANT STATE SUPERINTENDENT
FOR LIBRARIES

MARYLAND STATE DEPARTMENT OF EDUCATION
DIVISION OF LIBRARY DEVELOPMENT AND SERVICES
P.O. Box 8717, B W I Airport
Baltimore, Maryland 21240

Nettie B. Taylor
Assistant State Superintendent for Libraries

Statement
prepared for

The National Commission on Libraries and Information Science

The Commission is to be commended for deciding to hold this last regional hearing and to give library users and library and other governmental officials an opportunity to comment on future plans rather than to recount our current needs and inadequacies.

As a State librarian, I have great hopes and expectations for the National Commission. The eight objectives enunciated in the National Program would, if fully developed into a national planning and action document, serve as a guide to the States in the development of State and local programs. Much more needs to be done by the Commission to make these objectives more than recognizable goals. Within the framework of these objectives or as a separate position and action document the roles and responsibilities of Federal and State governments for library and information service need to be fully developed. Some States, including Maryland, have fairly clear articulated statements in law on State responsibility and have provided funds to implement this position. These

are far from perfect and need, in many instances, to be broadened in terms of cooperative and comprehensive responsibility, clarified in terms of State control and local autonomy, and always, more adequately funded. The point is, there is at present generally more stability in the position of the State for library support than at the Federal level. If a viable and effective partnership is to exist between Federal, State and local government, there must be a Federal commitment that will make planning at all levels realistic and meaningful. Personally, I look to the Commission to provide the leadership and the many strategies and courses of action that will move us to this end. Research, studies, conferences, discussion meetings and other input from the field and finally a National position and program of recommended action are ways to provide this kind of leadership. For example, the recent Commission study on Public Library Financing could most usefully go through such a process to begin to develop a national position and to engage in full discussion of this topic of nationwide concern.

It is within this context of roles and responsibilities of State, local, and Federal government and public library financing that discussion of urban library's problems should take place. Maryland experience would lead me to believe that the State has more responsibility for urban libraries than has been generally recognized everywhere, but that the problems and the benefits must be addressed in a rational way. The Enoch Pratt Free Library Central Library in Baltimore is designated by law as the State Library Resource Center in Maryland. As such it will receive next year slightly over one million dollars in State funds. As one of the public library systems in the State it will receive also about 1.5 million

dollars in general State aid, or about 27 per cent of the general State aid funds. There are problems still to be resolved in our continuing discussion and planning on both policy, funding and service delivery, but the State has taken some important first steps in assumption of responsibility and in developing resources to be used cooperatively for the benefit of all libraries in the State.

The White House Conference on Libraries should address the topic of governmental responsibility for libraries and seek to make distinctions between local, State and Federal levels as well as among types of services, programs and institutions.

The enactment of a national program for a national network should be fully supported by State libraries and the diverse library and information service groups, both public and private. The national network should result in the strengthening of the State network where the bulk of the user requests will be filled and should provide technical assistance to the State in developing its own network.

I support the national network strongly in the expectation that the Commission's major thrusts will not stop there. Libraries need to change to develop services to reach and serve more effectively persons who will never need the national or perhaps even the State network. We need balance and perspective across the broad range of library and information needs and to make conscious decisions on priorities in programs, objectives and the utilization of funds. Libraries and governmental agencies at every level are faced with these decisions and our worst sin is when we fail to plan and to make conscious deliberate choices.

I hope that the White House Conference will focus national attention on libraries and on library services, actual and potential. Many people are not aware of their need for information and many, many more never think of using a library as a help obtaining information needed in day-to-day living. Nationwide continuing public relations program about libraries and library services is not a panacea but it could be tremendously helpful over a period of time in changing public awareness of the essentiality of libraries in our communities and the Nation.

State library agencies strongly supported the establishment of the National Commission in the belief that there needed to be a strong articulate national spokesman for libraries and for the needed development of systems and programs for the effective delivery of library and information services at all levels to all people.

The Commission is our best hope if we are to develop together rather than as separate disparate States or groups. I am confident that the National Commission will provide the leadership, the forum and the action that will help develop national cohesion and will strengthen our capacity and resources to carry out our State and local responsibilities.

ASSOCIATION OF RESEARCH LIBRARIES

Richard De Gennaro
President

April 14, 1975

TO: Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and Information Science

FROM: Richard De Gennaro, Director of Libraries
University of Pennsylvania

SUBJECT: Comments on the Final Draft (March 10, 1975) of
A National Program for Library and Information Science

The new fourth chapter on "Current Problems of the Information Industry" and the extensive additions and revisions of text throughout the entire document have enlarged the role of the information industry and the private for-profit sector to such an extent that the Program has taken on a completely new and different character. Instead of outlining a national program to support libraries and information services, this Final Draft appears to have become primarily a vehicle for promoting the special interests of certain elements of the publishing and information industries, and libraries have been relegated to a secondary role. To permit this Final Draft of the National Program to go to the printer as planned without giving the library community ample opportunity to study and react to the extensive new material on the role of the private for-profit sector which it contains would be a serious mistake and could seriously jeopardize the acceptabilty and, therefore, the ultimate success of the program

Before citing some specific examples from the Final Draft which support my view that the new text and revisions have drastically changed the character of the document, I would like to speculate on how it happened that the private for-profit sector has won such a disproportionate role in what was to have been primarily a program to develop and support library and information services. It appears that the Commission has permitted the information industry to read the words library and information services in the title as two separate functions and to appropriate for itself the whole concept of information services. This is a serious misinterpretation of the purpose of the program and the intent of Public Law 91-345. The information industry as a concept has become current and accepted only since the Act was passed in 1970 and largely through the promotional efforts of the Information Industry Association (IIA). The IIA itself only came into existence in 1968 after much of the groundwork was laid by the library community for the passage of the Act and the creation of the NCLIS. No mention is made of the information industry or the private for-profit sector in the Act itself. The terms information science and information service in the title of the Commission and the national program were never meant to designate something distinct and apart from libraries

University of Pennsylvania Libraries
Philadelphia, Pennsylvania 19174
Area Code 215 • 243 7091

but were meant rather to extend the concept and function of libraries to include the new information media and the new technology that was emerging in the last decade.

Since the beginning of the 1960's, librarians have routinely used the phrases libraries and information science and library and information services to describe an enlarged concept of the scope and function of modern libraries. Thus, when a new ALA division was formed in the mid-sixties to deal with new technology and new media, it was called the Information Science and Automation Division. Similarly, many library schools changed their names to schools of library and information science to denote their expanded scope and function. It is unfair and self-serving to attempt, as the private for-profit sector is doing, to separate the concept of libraries and information service into two distinct components, to appropriate the information services component for itself, and to relegate libraries to a traditional and secondary role in the development of the national program.

Let us turn now to some specific examples of evidence in the Final Draft that can be cited to support the view that the private for-profit sector has assumed an excessive role in the program at the expense of libraries and that the general tone of the document is biased in its favor.

Page 43. The Draft cites the two trade associations and the one professional society that claim to constitute the information industry--the AAP, IIA, and ASIS--and then goes on to say that "The Commission considers the role of these associations to be an important one in the National Program and believes their continuing coordinated efforts to be in the national interest." It is noteworthy that these are the only three associations that are singled out for special mention in the entire document. No mention is made of ALA, ARL, MLA, or any other library association.

Page 48-9. The information industry's point of view on the copyright issue is summarized with no corresponding statement of the opposing view.

Page 57-8. OCLC, which is an established library cooperative serving several hundred members is given five lines of text and equated with the Information Dynamics Corporation which "has announced plans to operate a similar bibliographic service to libraries over a system it calls BIBNET..." (7 lines of text). It is hard to understand why this particular vendor should have its plan to offer services singled out for special mention in a national library program document when there are several others including Jostens Inc. which are offering or planning similar services.

Page 56. The Lockheed Missiles and Space Company and the Systems Development Corporation are cited by name as examples of commerical vendors providing certain information retrieval services. Why these two and not the many others who are doing the same thing? Is it appropriate to cite

commercial vendors by name in a national library program document? Does not such a citation give them an unfair advantage over their competitors?

Page 77-78. The language of Objective 6, "Make the private sector (comprising organizations which are not directly tax-supported) an active partner in the development of the National Program" and the text which follows seems to assign the private sector too commanding a role in the Program.

Page 92. The statement is made that a "resolution of the copyright problem will be required before a periodical bank of wider scope could be planned for the nation." It seems unwarranted for the Commission to take such a position at this time and in this document.

Page 112. It states: "Facilitating the active participation of the information industry in the development of a national information system may require legislative authority to enable this group to work more directly with the federal government than is the case now. A new orientation to federal funding and user economics may also be required to harmonize the traditional library information systems with newer commercial information services." This seems to call for a very special and potentially unhealthy kind of partnership between the for-profit sector and the federal government.

These are only a few of the many specific examples of bias in favor of the for-profit sector that could be cited in the Final Draft. A careful reading of the document shows it to be interlaced with many subtle references and biases which only have meaning in the larger context in which they appear.

Finally, I suggest that the published version of the Program carry the names and affiliations of the members of the Commission together with a note telling from which general constituency they are drawn.

I appreciate this opportunity to contribute these written comments and I would be pleased to testify in person at the NCLIS hearing in Philadelphia on May 21 if you so desire.

A. De Gennaro

cc: John G. Lorenz
John P. McDonald
Leslie W. Dunlap
Robert Wedgeworth

New York University

Elmer Holmes Bobst Library
Office of the Dean of the Libraries

70 Washington Square South
New York, N.Y. 10012

April 22, 1975

Dr. Frederick H. Burkhardt, Chairman
National Commission on Libraries
and Information Science
1717 K Street, N.W.
Washington, D.C. 20036

Dear Dr. Burkhardt:

Thank you for your thoughtful invitation to submit written testimony to the Commission. In reading the latest draft, one can only agree with the Commission that a new national philosophy of library and information service is needed. For too long the Nation's major libraries have attempted to go it alone, and although there are many examples of regional cooperative programs, there are very few truly effective state-wide programs, and nothing at present that approaches a national plan.

The priorities that are being set for federal support in non-library areas are so overwhelming in terms of financial resources that I believe it would be totally unrealistic to hope for the early development of a nation-wide system that will serve all of the needs as outlined in the Commission's report. The Commission, therefore, must direct its efforts toward establishing some order of priorities so that work on a national plan can begin as soon as possible, with the realization that several decades undoubtedly will go by before all the expectations presented in the Commission's latest report can be realized.

One is tempted to comment on the many exciting ideas presented in the Commission's report. Resisting this temptation, however, I shall limit my remarks to several library activities which, in my judgment, must undergird the hopes we all have for someday seeing a truly national library program.

I believe that high priority should be given to:

1. the development of a national system for bibliographic control built primarily upon the work already done by OCLC.

2. the establishment of a national lending library primarily concerned with the more expensive and less frequently used science and technical journals.

3. a national cooperative acquisitions program for non-English language materials.

It sometimes appears in reading the Commission's draft report, in general, and the portion of "Bibliographic and Resource Centers," specifically, that while the Commission is talking, others are doing. If anything substantive can develop from what the Commission sees as its second phase of "implementing the Program," it would be its recognition and consideration of other national and international forces like OCLC and its regional participants, BALLOTS, and CONSER. For these and other closely related activities, continual federal support would be in order.

No library today, regardless of its size, can afford to go its own way in terms of developing a comprehensive acquisitions program. Even though talk about cooperative acquisitions is almost as old as the library profession itself, there is little evidence that a truly adequate analysis of the nation's actual needs has yet been undertaken in this area. Library acquisitions budgets have shown a dramatic leveling off during the past several years and there is every indication that the rate of growth of library collections is beginning to slow down. There is considerable evidence that libraries have invested vast sums of money during the past two decades in acquiring retrospective research or resource materials that are very infrequently used at a given institution. The Center for Research Libraries has done much pioneering work in attempting to resolve this problem but it lacks the financial resources to become a fully operational national center. I strongly recommend that any new federal legislation seriously consider the possibility of having CRL become a largely federally funded activity which will serve national needs.

The experience to date of the British Lending Library, as well as that of a number of American research libraries, strongly supports the thesis that by and large American scholars and researchers want English language material. With serials now accounting for 50 to 70% of a library's acquisitions budget, it is imperative that a new approach be found for providing those serial materials which are infrequently called for but must be available when needed. We already have the ingredients of such an activity in the John Crerar and Linda

small libraries. Any new federal legislation should give high priority to making these libraries the cornerstones of a national lending library.

In addition to the foregoing areas, I believe that the Commission should assume partial responsibility for seeing that legislation is introduced for the retraining of librarians who currently are being replaced by technological advances. For example, with the advent of OCLC, catalogers doing original cataloging are becoming a commodity needed by fewer and fewer libraries. These individuals have been highly trained in the cataloging area, and a major effort should be made to retrain them for other areas of library service.

I recommend also that the Commission address itself to the document situation at the Government Printing Office. Among the problems most libraries are currently experiencing are:

a) slow delivery to depositories and also to those who are ordering and paying for their documents.

b) recent discontinuance of titles, for economy reasons, many of which are indexing and abstracting services that are extremely useful and for which there are no substitutes.

c) increasing costs for GPO documents which are being passed on to the taxpayer.

Although there is much to recommend the Commission's aim for solidifying a case for new federal legislation, I seriously question whether the midst of a major recession is an appropriate time to inaugurate totally new legislation. Although some new legislation may be highly desirable and essential for launching a national library program, it is much more realistic to expect that a program can be started through a combination of amending existing legislation along with preparing new legislation.

I believe that the Commission must work closely with groups such as the Association of American Universities, the Land Grant Association and other active educational groups if we hope to win the support that is essential for a national

library program. I see little possibility of achieving most of the goals and objectives contained in the Commission's draft report if librarians do not establish a legislative network with those educational groups who primarily represent the library user.

Thank you again for this opportunity to submit my thoughts on the national library program. I would be pleased to testify in person at the NCLIS hearing in Philadelphia, if you so desire.

Sincerely,

Eugene P. Kennedy
Dean of the Libraries

QUEENS BOROUGH PUBLIC LIBRARY
89-11 MERRICK BOULEVARD JAMAICA, N.Y. 11432
PHONE 739 - 1900
MILTON S. BYAM - DIRECTOR

Statement of Milton S. Byam to
The National Commission on Libraries
and Information Science

April 24, 1975

Having studied the Commission's Second Draft (Revised) of a NATIONAL PROGRAM FOR LIBRARY AND INFORMATION SERVICES, I must first say that I cannot agree more strongly with the second assumption on which the Commission has based its National Program: "that all the people of the United States have the right, according to their individual needs, to realistic and convenient access to this national resource for their personal enrichment and achievement, and thereby for the progress of society." It is on this assumption, and its implementation that I will comment.

As the NATIONAL PROGRAM so clearly describes, library and information services in this country at the present time are enormously varied: both in type and quality. It is, I believe, essential that any new scheme of regional, state or federal aid to library development serve not just to proliferate library service. Such aid would simply result in the increase of poor service in many areas of the country, as the basic premises on which same services are operated are inadequate, and consequently the established systems are faulty in dealing with their public's need for accessible information resources. If needed information is to be accessible to all, if materials are to be placed in the

hands of every person, wherever or whomever he is, it is essential to guarantee that the dispensing agencies are capable of adopting new techniques, electronic, photographic or whatever, to ensure competent distribution. In this light, I suggest that the Commission consider recommending a system of aid, at least insofar as libraries are concerned, that would favor increased spread and depth of service, rather than simple, quantitative increase in present service. To my mind, the genuine expansion of service must involve experimentation with the new means of information access and retrieval available. It is to those libraries and information services presenting aggressive and innovative proposals to exploit existing knowledge resources, and to establish new pools of information, that support should be extended. In addition, the utilization of available communications and publicity media should be fostered in the interest of familiarizing its public with the resources available in and through the local agency.

For example, today's Federal aid is based on the concept of establishing emulative programs and hoping for their spread. As far as I can see this has not worked. The basic fabric of library service - nationwide - remains the same with patches stuck on to be indicative of change.

The commission should perhaps be searching for ways to support regionalization - library service that crosses state borders - so that the libraries in a position to support others may continue to exist. Examples are the New York Public Library and the D. C. Public Library.

The commission might also examine the feasibility of something like a WATTS line to and from every or selected major library resources in the

county tied in with a nationwide delivery system. This might enhance the success of library service while assuring the continuance of these major centers of library expertise by appropriate funding for this and its other services.

In summation, I urge the emphasis of any national program to be placed on broad incremental changes, expansion of scope rather than mere increase of one limited service; innovation in service through the use of the media available, and spread of the knowledge of the information resources available to all of the public by the most effective means existing.

MSB:cg

William I. Bunnell
Vice-President/President Elect, New Jersey Library Association
County College of Morris
Library Learning Resources Center
Dover, New Jersey 07801

NEW JERSEY LIBRARY ASSOCIATION NCLIS TESTIMONY

The New Jersey Library Association welcomes the opportunity to submit testimony to the National Commission on Libraries and Information Science on its proposed Program for Library and Information Science. The testimony is based on reading the third revision of the National Program dated March 1975. The New Jersey Library Association endorses the program and believes the comprehensive scope of the program will enable the United States to provide equal services and equal access to resources to local users. The program objectives of equalizing service to the handicapped and other minority groups is admirable. While the program is comprehensive and the national network is admirable, at the same time the New Jersey Library Association sees potential trouble areas in the objectives.

Priorities

The document fails to clearly denote priority assignments, especially with respect to the levels of funding the program's objectives. This is a weakness and careful consideration must be given to the degree of emphasis the document assigns its --- objectives.

The Association believes that clear priority through continued, and to some degree, increased funding of categorical aid must be shown in order to carry out a number of the stated objectives, and to assist in the evolution of statewide systems and subsystems of libraries which will be able to interface and interact on a national basis.

While local support and state aid have played an important role in providing growth and development of library service in New Jersey, categorical federal funding has also been significant. In the period 1962-1973 total library expenditures rose from $15,731,976 to $44,667,526. In the same period the per capita expenditure rose from $2.66 to $6.13. The volumes per capita rose from 1.75 to 2.40 during the same period. School libraries in New Jersey received tremendous help from Title II funds. The per pupil expenditure rose from $2.16 in 1962 to $4.23 in 1970 in elementary schools. The secondary schools showed a similar pattern of per pupil book expenditure, a rise from $2.73 in 1962 to $5.33 in 1970. College and university libraries throughout New Jersey have benefited from funding provided by several titles of federal legislation. The Higher Education Act, Title II has provided basic grants to most academic libraries throughout the State. These funds have been used to strengthen collection weaknesses that otherwise could not have been accomplished. Many of the academic libraries have also received supplemental grants for collection development. Thus, the New Jersey Library Association believes that a clear first priority is through continued, and to some degree, increased categorical funding in order to meet Objective 2 as well as several of the other stated objectives.

State Systems & Resources (Objective 3)

In endorsing Objective 3, the Association believes that the integrity of States as planning agents and contractual units must be preserved and enhanced. New Jersey is notable in its polarization between New York and Philadelphia. National funding patterns which would divert funds from the State to those poles would be opposed and should be clearly avoided. At the same time, incentive should be given the State to interconnect its system and subsystems with those of its neighboring states in the interest of a national network. The State would thus serve as a primary node within this national network.

Traditionally, in many programs, New Jersey has been considered an adjunct to either Philadelphia or New York. This division of the State into regions of metropolitan Philadelphia or New York results in inefficiencies of transmittal and dilution of services to our population and draws away much of the strength of our own rich resources.

It is the contention of the New Jersey Library Association that the New Jersey Plan provides a fine network foundation that needs only to be better implemented and better funded, and any program that divides the population of the State would undermine this potentially effective system.

Further, consideration should be given to the fact that New Jersey is a densely populated state, and although we have a heterogeneous pouplation, socially, educationally, and economically, we are better able to communicate with each other than with our out-of-state neighbors, and our served and unserved population will not benefit by being put on a larger population basis.

Organization (Objective 7)

The New Jersey Library Association believes that determination of the kind of permanent operating agency at federal level is of utmost importance.

1. The Association believes that agency should not be NCLIS -- in that confusion of advisory (staff) and line (operating) functions will occur.

2. The Association believes NCLIS should clearly define its membership and role to constitute an ombudsman, public advocate, or watchdog agency to protect the interests of the users and producers of information as well as distributors.

3. The Association agrees that deeper study and great caution is needed to determine the proper agency.

4. The Association tends to believe that the Library of Congress as the producer of national bibliographic information and a national library should not be that agency.

5. The Association feels that the most logical of the three agencies mentioned is the Division of Library Programs, U.S. Office of Education. In the event that this agency is chosen, every effort should be made to strengthen this agency.

The New Jersey Library Association endorses the eight objectives of the National Program as the means to provide knowledge for all and equality of access for all. It is hoped that as legislation is developed there will be extreme caution taken to insure that necessary security safeguards are built into the program so that users, information, producers, and distributors are protected. Modern technology will increase access to a greater amount of information more rapidly; however, safeguards must be included to insure that if one mode of the network is down the entire national network is not entirely down. The New Jersey Library Association looks forward to working with the National Commission in any way possible to see that the eight objectives of the National Program are successfully met.

Testimony
For
The National Commission on Libraries
and Information Science
Regional Hearing
Philadelphia
May 21, 1975
by
Ann Calvert, Student
Drexel University
Graduate School of Library Science

My name is Ann Calvert. I am currently a student in the Drexel University Graduate School of Library Science, a Board member of the Friends of the Free Library of Philadelphia and the mother of two preschool age children. My testimony is directed to those aspects of the National Program for Library and Information Services which may affect my function in each of these roles: specifically (1)The expressed need for well-trained library and information specialists in interpreting information services; (2)The vital role the public library must play as "the backbone of the library system in America" and the need for an increase in the percentage of Federal dollar support for public libraries and (3)The "user orientation" of the program which recognizes youth as a specialized user group with distinct information needs.

I. EFFECTIVE HUMAN RESOURCES

The Commission has expressed its working philosophy as "user oriented" and its program as "information-centered". If the goal of a National Program is equal accessibility to the total information resource, the key to bridging the gap between the user and the information source, be it a cathode ray tube in a computer terminal or an illuminated manuscript is the trained library or information specialist. Accessibility alone does not equalize opportunity for information transfer. For the sophisticated user, familiar with library procedures and with the nature of information available to him, a network which would guarantee availability of needed information is ideal. For the unsophisticated in need of information, accessibility is dependent on a mediator, someone trained to help him identify and articulate a need and to seek appropriate information in any form.

The Commission makes many references in its draft to the inadequacy of traditionally trained librarians to deal effectively with the technology of

information science. The openness of the Commission to the testimony of students of library science is an important step in the future implementation and success of a national program for library and information services.

The real personnel needs of the library and information services need to be articulated and coordinated with the professional schools of library and information science. There is currently a "reality lag" between the capabilities of technology to automate many traditional library services and the fiscal feasibility of libraries' implementing these services. The courses appropriate to modern information science are being offered in the library schools: (from Drexel University's catalog) Text Processing by Computer, Evaluation of Information Systems, Computer Programming for Information Processing, etc., but I suggest that until libraries are financially capable of purchasing automated information systems without sacficing important existing services, the gap between professional expertise and job market reality will widen.

The initial responsibility for the professional education of librarians and information specialists should lie with the graduate schools of library and information science with standards set by the accrediting professional association and the agency deemed responsible for the implementation of the National Program. However, I would like to suggest several ways in which the schools might be in closer contact with the practicing profession patterned after programs in some of the nation's law schools: A Board of Visitors from the profession for each school with the charge of continuously examining the curriculum in light of current practices in the field; reciprocal sabbaticals from the profession into the teaching field and from the faculty into practice. Drexel's Graduate Advisor recently spent several weeks in public library service in Philadelphia, familiarizing herself with the New York Times Information Bank and other new services.

Federal funds for human resources might be well-directed to this type of educational effort.

Continuing education should be a mandated professional responsibility with promotional or financial remuneration similar to the post-graduate credits required of teachers. The American Law Institute-American Bar Association Committee on Continuing Professional Education is considering mandatory Continuing Legal Education for lawyers and minimum qualifications for admission to practice. The Catholic University Study Team report, CLENE advising equal access to continuing education should be implemented by NCLIS to help those in the profession respond to new user needs and new forms of information packaging and transfer.

Finally, areas of specialization in the field should be identified by students of library science as those most consonant with their personalities and expertise. Staff freed from cataloging and acquisitions by shared cataloging and technical processes are not necessarily adequate as trained people-oriented specialists skilled in the patron interface process necessary for good reference service.

II. PUBLIC LIBRARIES AND THE NATIONAL PROGRAM

The NCLIS report in identifying the current problems of public libraries fails to identify a unique characteristic of public library service which needs attention in a national program. This is the dynamic nature of public library programming and community relations. The local public library in a community is more than a repository, more than a custodian of information. It is a social agency, a meeting place for community groups, a concert hall, a movie theater, a puppet stage, a mobile van broadcasting library information. A sophisticated communications network will not fulfill public library needs in appealing to the general public, but an infusion of Federal funds in support of research collections and computer technology would free other local funds to be used for local pro-

gramming and information services peculiar to the local community.

No other type of library in the public or private sector has such a broad spectrum of service levels, ranging from outreach to the non-user and efforts in reducing the levels of adult illiteracy to the support of highly specialized and in-depth research. Provision for response to these service levels needs to be included in the Program. In inaugurating programs of service to specialized groups such as the deaf, aged shut-ins, etc. public libraries need seed money to purchase materials and to hire specially trained staff.

In terms of support for the passage of Federal legislation designed to make the organization and dissemination of information a top priority, the public library is the ideal place to enlist grass roots support. Friends of Libraries groups are proven supporters of public libraries on the local level and if benefits to user groups emanating from a National Program were spelled out to public library constituents, the Commission would have an excellent promotional vehicle for its proposal.

III.SPECIALIZED USER GROUPS AND NEEDS

The Denver conference on Needs of Occupational, Ethnic, and other Groups in the United States stressed the need to support early childhood library and information services of high quality to educate children in the availability of information and to prepare a younger generation through multiple educational media to deal with information technology. The importance of personal contact in the area of children's services cannot be overemphasized and the training of professional librarians to service this clientele should be a priority item in the National Program. Innovative programs like the Action Library student library-learning center in Philadelphia should be encouraged to expand the traditional concepts of children's library services and to integrate learning and resources.

Although this project has achieved some significant successes and the support of the community it serves, the withdrawal of Federal support in 1974 threatened the project with termination. Under a new National Program continuity of funding over a reasonable length of time should be guaranteed to experimental projects of this nature when successes have been shown. The Student Library Resources Project is now seeking funding for a training program for public librarians and educators as well as a work-study program for library students. I feel that inservice training of this type is important to a library science curriculum in public library service.

CONCLUSION

The current state of library and information science might be reflected by the slight modification of the phrase expressing the democritization of knowledge from the "Freedom to Read" to the "Right to Information". Not only do these short phrases reflect the proliferation of media in addition to printed texts but they reflect a subtle shift in user needs. They suggest the need for units of "life information". They also reflect a subtle public attitudinal change. The right to information strongly suggests the responsibility of the governing body to provide that information necessary to conduct one's business and personal life. Freedom to Read places the oweness on the receiver of the information whereas Right to Information places the responsibility for providing that information on the unit of government. As suggested in the Denver conference report, Needs of Occupational Ethnic and other Groups in the United States (p.72) "the revolution of information, access to good information may make the difference between success and failure in life. Here is the new arena for the library's equalizing and democritizing function."

The goals and objectives of the NCLIS as stated in the draft proposal are consistent with this democritizing function, however in the implementation of the objectives the Commission must be careful not to favor one objective over the other. To form a network with a shared communications system, etc. without first addressing objective 1: "to strengthen, develop, or create where needed, human and material resources which are supportive of high quality library and information services" would be to superimpose a sophisticated facade over an incomplete foundation. The question which must be answered in detail in the Commission recommendation is what proportion of the funds designated for library use should go into library services now and what proportion should go into programs designed for impact in the future?...what proportion in response to user needs and what proportion in anticipation of unarticulated needs?

PUBLIC LIBRARIES, PERSONNEL AND THE NATIONAL PROGRAM

Suzanne S. Brotman
Drexel University
Graduate School of Library Science
April, 1975

PUBLIC LIBRARIES, PERSONNEL, AND THE NATIONAL PROGRAM

Introduction

Authoritative sources agree on the "prime value of human resources" for library services ("Special Libraries Association", p. 87; Nelson, p. 24; Wellisch, et al., p. 85; Greogry and Stoffel, p. 30). The 2nd Draft (Rev.) of A National Program for Library and Information Services declares that "human resources required to plan, develop, and operate the nation's libraries and information centers are, of course, the most important elements in today's systems, as well as tomorrow's networks" (p. 50). Social changes creating demand for services of greater scope and depth (Knight and Nourse; Martin; Gregory and Stoffel; Wellish, et al.) have generated fundamental requirements for increased library personnel (Knight and Nourse, pp. 513-14).

Library literature attests to the fact that employment of staff has depended upon funding levels and not upon needs for services (Wellisch, et al., p. 16, p. 88; De Gennaro, p. 366). Since libraries are traditionally underfunded, they are traditionally understaffed.

Inadequate staffing is not only a deficiency in itself; it is responsible for other deficiencies; it constitutes a service gap: "...many librarians believe that there are far too few of them for adequate service to be attained" (Wellisch et al., p. 17).

Many of the recommendations suggested in the detailed user analysis by Charles Bourne, will require the kind of personal, individualized service that only human beings can give. The observation is made that these improvements would be "useful...to any patron group" (Bourne, et. al., p. 24). In a review of the literature in the same study, Marcia Bates says there is evidence to "suggest that service could use improvement across the board" (p. 38).

It appears that little attention has been paid to this understaffing problem. Some people doubt whether the public should invest in professional staff and their training at this crucial time in the history of libraries: staffing is expensive and automation is imminent.

Will local public libraries continue to exist? When automated, will they require anything more than skeleton staff and maintenance crews? If there is a future for public libraries and librarians, the National Program should include an effort to develop a mechanism for bringing needs for staff and levels of staff into better balance in order to achieve quality service.

The first section of this paper will provide a context for the problem of understaffed libraries. A second section will elaborate the problem and suggest nationally-supported initiatives aimed at closing the service gap.

I.

Background: Impact of Social Change

Libraries at Large, (Knight and Nourse) defined the significant changes affecting libraries after World War II: (1) growing population, (2) migrations of some groups to cities while others

moved to suburban areas, (3) exponential growth of information and its dissemination by newer forms of mass media, (4) rapidly developing advanced technology in computerization and communications, and (5) attempts to identify traditional users of libraries and non-user groups in order to attract new patrons and serve their needs. These findings have been corroborated by other investigators. Emergence of new, varied publics created demands for new, diverse services. "This age will require more, better educated people, and will call for continuing re-education" with major emphasis on "early childhood education, individualized instruction, equal access, optional forms of schooling" (Martin, p. 4).

Significantly, in the library profession there is a growing social awareness and self-analysis--a "perception of a need for change" (Wasserman, p. 582). The library journal literature reveals many specific efforts in public libraries of all sizes, in all parts of the country, to respond to users' needs with an expanded range of services, and to modify programs and extend resources beyond institutional walls. This extensive literature is outside the scope of this paper, but it represents the desire to provide "service that makes available to every single citizen...the materials that he needs and wants and the assistance he requires to make good use of them." (Warnecke, 1965, p. 47).

History of Library Funding

Unfortunately the financial profile of public libraries is marred by inequities among levels of government and different jurisdictions (Government Systems, p.v.), and by the fact that libraries do not receive "stable, adequate funds for a full set of

services" (p. vi). Various studies have noted that intermittent boosts in funds have not had uniform, widespread results (Wellisch et al., pp. 46-85; Nelson Associates; Martin; Gregory and Stoffel).

Andrew Carnegie's philanthropy following World War I permitted library construction, but there were not corresponding infusions of funds for services (Wellisch et al., p. 8). The 50's and 60's were the public library's most "affluent" period as a consequence of Federal appropriations (Wellisch, et al., pp. 12-13). At the same time that this Federal funding began to phase out, inflation was nibbling at the dollar (Asheim, p. 99). Categorical aid was abandoned for revenue sharing (October 20, 1972), and the latter failed, as predicted, to realize any potential for providing libraries with adequate funds (Schuchat; Wellisch et al., p. 81).

Libraries have turned to the systems concept as one way to achieve economies. A proponent of systems, Ruth Warnecke says, "The demands for combined...libraries in order to save money disturbs us...such plans...exist where support of one or both libraries is inadequate--and they propose to lower even that level of support" (Warnecke, 1973, p. 13). In another effort to stretch budgets, libraries hire non-professionals. Since automation is expected to pre-empt tasks that are routine and repetitive, non-professionals are the personnel most likely to be replaced by technology's advance.

Impact of Technology

The post-World War II period has been characterized by rapid technological advance. Gerald Brong has described the ways in which libraries are increasingly involved with new media (Garrison, pp.36-

44). Much of the technological "fall-out" of the space program is highly significant for libraries--for instance, the development of computers, communications satellites and communications systems. Microreductions, videocassettes and tapes, and cable television have significant implications for libraries. Many of the new technologies reinforce the trend for alternate educational programs extending beyond their home institutions (Becker, 1971; Conference Board, pp. 108-110; chart, p. 223; Quinly; Mitchell). Two-way interactive systems accessing national data banks for personal home use are predicted (Sackman). What are the prospects for the public library's future?

Social change, fiscal difficulties, accelerating technological change are pressing in on an institution with a clientele representing a minority of the nation's people (Knight and Nourse; De Gennaro, pp. 365-66). The public library is "an institution in transition:" (Wellisch, et al., p. 158), and contradictory forecasts are being made. Ralph Conant has suggested that suburban libraries will be little more than light-reading centers (Conant, p. 544); Robert Heinich warns that they could regress to become mere archives (Garrison, p. 60). Peter Drucker is quoted as speculating that private companies will selectively take over the library's functions (p. 61).

However, Marvin Adelson predicts they "will play a far more important role" when they become "automated, network-linked" (Conference Board, p. 108). This writer is convinced that local libraries will survive into the foreseeable future, all the while modifying their organization and providing increasingly diversified services for growing numbers of people to the benefit of our society.

Indications Public Libraries Will Survive

We would have to peer very far into the future to find a time when no vestiges of traditional library service remain. For a long time to come automation will largely be confined to the most expensive, duplicative, behind-the-scenes elements of service. The new technology is not adaptable for a patron's leisure-time browsing, for instance. By and large, "new applications will be in addition to older ones." Printed matter will not totally disappear: there will always be "need for materials, buildings,...skilled staff" (Knight and Nourse, pp. 16, 17, 496).

In its statement on the National Program, the Special Libraries Association points to the need for local information clearing-houses as a vital "first priority" need (Special Libraries, p. 88). Provision of greatly desired "life information" will be achieved largely through local efforts. "Community services which the public library can best perform are needed and will be increasingly necessary in the light of societal developments anticipated for the remainder of this century" (Martin, p. vii).

The Westat study (prepared for NCLIS) on bibliographic resources for network support declares the "ultimate purpose of the network is service to the individual user...through the local library", as a "first source" of "most frequently used" material (Palmour, p. 38, pp. 58-59). The Bourne study reveals that local users' needs have a breadth and depth not fully appreciated before, including more material of an "advanced research" nature (p. 42).

Automation Takes Time to Evolve

Automated networks will not be perfected in the immediate future; it will take considerable time for automation to become widespread, standardized, and simplified in its applications. Some inherent complexities of technical developments are described by Charles Goodrum in an article explaining the pioneering efforts at the Library of Congress. Goodrum says predictions made in the 1960's for computerizing L.C. operations were "too optimistic" because the input is far more complex than was realized by technologists (p. 577-78). The task had to be undertaken "chunk by chunk"; multiple data bases were developed and ultimately coordinated. L.C.'s applications were not translatable to the requirements of other libraries which had to "buy and build separate systems for their own use." Goodrum feels that realization of former predictions "will be seen by the next generation. Not this one."

"Personalized" information systems (with terminals in homes) depend in part on development and deployment of cable TV. For a variety of reasons the "major markets" (the 100 largest television broadcast areas) are not being wired as rapidly as expected; most proposed new applications have not been tested (Baer). "Interconnection" is far from perfected, and "networking" of cable TV is largely a dream (p. 31).

"The extent of automation in public libraries" is estimated (1974) to be "two or three per cent...public libraries tend to lag behind other types of libraries...in the use of automation" (Wellisch et al., p. 28).

II.

The Problem of Understaffing

How much and what kind of attention has been given to library manpower in the past? A sizeable literature concentrates primarily on (1) the manpower market, (2) quality of personnel, and (3) utilization of staff.

Writings in the first category describe fluctuating demand for staff and trends in employment of non-professionals (Asheim). Market changes have ramifications in professional education. Currently the market is depressed; John Eastlick advises placing limitations on the number of library schools and professional librarians. He predicts that more non-professionals will be hired on the theory of "least cost/most benefit" (Eastlick, p. 77).

Contributions to the literature on professional quality seek to determine (1) which skills will qualify graduates for present and anticipated library practice, and (2) consequent indications for structuring library school programs, curricular content, and efforts to provide re-education (Knight and Nourse, p. 514; "NCLIS--", Oct. 15, 1974; Wellisch et al., pp. 91-94). These considerations impinge on the subject of optimal accreditation procedures (Dickey).

In this connection, there is a need for the National Commission on Libraries and Information Science to clarify wording in the revised 2nd Draft of the National Program document (p. 62): "The federal government has a primary responsibility to ensure that all those who will participate in the National Program are educationally

equipped and qualified for their jobs." Is NCLIS contemplating federal control of accreditation? If that is the case, the proposal should be spelled out for public consideration and discussion.

"Utilization" of personnel (in the library context) generally refers to management of human resources. Prescriptions and investigations range from the American Library Association standards publications (National, 1948; Public, 1956; Minimum Standards, 1967), to sophisticated monographs and essays about systems analysis and operations research (Swanson; Lee). There is less material on recruitment. References to recruitment treat the influence of market conditions and recruiting methods. This writer found no material about recruitment aimed at meeting quantitative personnel goals for either minimum or quality service, except that campaigns are urged to step-up minority recruiting to meet needs of special user groups (Bourne, et. a., p. 55).

ALA has made the only direct attempts to establish criteria for "adequate" numbers of staff. Minimum Standards for Public Library Systems admittedly uses the old yardstick (basically unchanged since 1948) of "best-informed professional opinion" (Public, 1956, p. xx) rather than research-formulated measures (Minimum, p. viii). Morris Hamburg characterizes ALA standards as inadequate because they are merely descriptive, essentially arbitrary; emphasize input but not performance measures or impact indicators, and discourage innovation (Wellisch, et. al., p. 142). Other writers have made similar criticisms" (Swanson, pp. 124-25).

> Librarianship has not had an adequate basis for predicting, with any degree of precision, where, how many, at what level of sophistication, and for what particular purpose personnel will be required. (Lee, p. 22).

The authors were compelled to turn to "the research literature of business and industry" for "relevant suggestions for effective library personnel planning" (p. 19). There is need for the development of more diversified measures to articulate proliferating patterns of organization under conditions prevailing in different community settings (Nelson Associates, p. 264; Wellisch, et. al., p. 50).

For the present the Minimum Standards continue to be the precarious fortifications behind which beleaguered libraries defend their budgets; without these standards more libraries would be of very poor quality. In a speech before California librarians, Joseph Becker explained, "The level of library...service is below American Library Association standards in most parts of the country." Becker is one of the few prominent figures to focus national and professional attention on the "quiet crisis...[of]...understaffed" libraries (Becker, 1973, p.23). The problem has persisted for so long that it has been taken for granted and is largely by-passed.

At the NCLIS hearings in San Francisco, Eric Oboler sought priority consideration for "exigencies of the present" (Savage, p. 683). Understaffing has highly significant implications for NCLIS Objective #1: to "ensure that basic minimums...adequate to meet the needs of all local communities are satisfied," and for the correllative statement that "strong systems need strong components" (U.S.: National, Sept 15 1974, p. 54). This emphasis on

"equalizing" service is critically important. The 1973 Denver Conference on users' needs set four priorities. The first was to "serve the unserved," the second was "expansion of traditional library service scope" to effect the third priority to "provide selective, interpretive, personalized information services" (Library, p. 267). Individualized service seems to be contrary to cost-effective methods, but a farsighted approach justifies the investment. The National Commission adopted a resolution stating that "equality of access to information is as important as equality in education" (Becker, 1973, p. 22). One essential ingredient to assure basic minimal service is adequate staff.

In his study on societal changes in the coming decade, Dr. Edwin Parker observes that information is the "growth industry" of the future, that its development will crucially affect the economic well-being (p.14-18, 46) and competitive strength of our nation (pp. 47-48, also Conference Board). He points to the announced intentions of other nations (i.e , Japan and Great Britain) to invest in information resources (also Kozmetsky, pp. 30-48, 50); he discusses the domestic necessity of disseminating more information about political processes and local, state, and national governmental decision-making and actions (pp. 42-44).

The difficulty in the public sector, Parker explains, is that demand doesn't automatically produce the funds that are required to supply information. He reports that John Kenneth Galbraith and Milton Friedman both "agree that a free enterprise economic system leads to an underinvestment in education" (p. 13). Commercial

exploitation of information will result in the rich acquiring "survival-commodity" information while the poor will be "left behind" (p. 37). Parker recommends a policy of investing in "the poor and least educated" in order to derive the most individual and social benefits (pp. 14-15).

Marcia Bates warns that the "information rich" may wish to "corner the market" on valuable information (p. 61). The implied consequences make apparent the importance of wise national policies ensuring the potential of the public library as a democratic social force.

Fortunately NCLIS is searching for improved funding formulas, since past "matching-funds" programs have tended to widen the distance between the able-to-pay and the (frequently needier) less-able-to pay (U.S.: National, Sept. 15, 1974, p. 111). A subtle and disturbing factor contributing to inequality was revealed in a report cited in The Public Library and Federal Policy.

> Average per capita expenditures for the entire group of large public libraries was $3.70; for systems directed by men, it was $4.08, and by women, $3.15. In a profession dominated by women, the matter of public library support should come under serious scrutiny. For whatever inequities are suffered by women employed in libraries, these inequities seem to affect the level and quality of library support for large portions of our society. (Wellisch, et. al., p. 88).

Federal resources for rectifying this situation should be applied where they presently exist, and should be developed where they do not.

It is not inconceivable that the demand for professional personnel will increase as computerized networks multiply. Streamlining tasks and procedures frequently results in their being combined into new, more complicated activities. In addition, the trend to "person-oriented" services (Bourne et. al., p.22) spurs development of parallel, customized systems.

Speculation is risky; contrary forces and influences are easily observable on all sides. Shared acquisitions and bibliographic networks already obviate the need for many manhours. However, technology increases the generation of information and formats, (Knight and Nourse, p. 17), giving those library tasks new scope and dimensions. Vast quantities of information will require organizing for access, and the development of "pathfinders, descriptors, thesauri" will increase (Library, pp. 278-79).

Need will arise for personnel to monitor data bases to screen out "trash" and errors (Havighurst, p. 540). "GIGO (Garbage In equals Garbage Out) is an information processing truism. But even with 'good' data input, some garbage will be inputted" (Kozmetsky, p. 95).

Constant updating will be necessary; as will security measures to protect the network from illegal abuses and destructive interference by pranksters, vandals, and terrorists. Traffic flow and flexibility will require staff for scheduling of access (Palmour, et. al.; Conference Board, pp. 28, 126).

To prevent information overload, librarians may specialize in "elimination" instead of the task of "selection." Marvin

Adelson invents eighteen plausible automation-and-library connected occupations to illustrate the open-ended possibilities.

For an indefinite period librarians will act as "popularizers" (Swanson, p. 72) and facilitators who will (1) synthesize information packets for patrons (Conference Board, p. 116), and (2) assist the man-computer interface. Facilitators compensate for the automation "literacy gap" (Kozmetsky, p. 23) which is a combination of user-timidity and the discrepancy between human and machine modes of communication (Ladendorf, pp. 561-64). Librarians will "identify needs" (kind, amount and levels of information required by patrons) and the "appropriate resources" (Library, p. 61). Joyce Ladendorf stresses the subtleties of the question-negotiation process; many users cannot formulate their needs in terms that fit the system. Kathleen Molz also pointed out that some patrons cannot "perceive and articulate" their needs (Garrison, pp. 68-69).

Experiments are underway to simplify interface prccedures (Miller and Tighe, pp. 194-95); how long they will take and how successful they will be is problematical. It seems likely that sizeable numbers of people will never acquire the skill or sophistication necessary for access. Some of the young and old, the handicapped and the severely disadvantaged will need a librarian's help.

Other factors will influence the market for librarians. In a study of multijurisdictional systems, Nelson Associates found that multilevel systems have meant more professionals on the staff (Nelson Associates, p. 70.) "The discernable motion towards ever larger units for library service has the consequence of generating

a tendency on the part of system headquarters to devote more time to planning and administering service to libraries and less to providing direct patron service" (p. 24).

Ruth Warnecke has written, "...cooperation...involves increased communications, and this can be costly in...staff-time. Meetings, interviews, conversations take time. Preparation...takes longer" (Warnecke 1965, p. 51; Gell, pp. 3227-30; Gregory and Stoffel, pp. 224-27).

"Essential in the...system...will be...chief administrators and middle administrators (National Plan, 1948, p. 113)...staff specialists...will be attached to the larger units...many subprofessional or clerical activities may be effectively concentrated at headquarters or in regional or other large branches. In short, the larger unit will permit specialization in staff functions...the complexities of our social structure, as well as recorded knowledge, are making increased demands for specialization" (P. 114).

The literature cites needs for high-level staff specialists in addition to administrators (Asheim, p. 101): business managers, public relations staff, in-house full-time interdisciplinary evaluation and research teams (for large units) (p.101; Chapman pp. 23-25). At the same time, more versatility will be expected of many staff members. The trend is already apparent. Today's "outreach" librarians benefit from familiarity with techniques employed by social workers and teachers and the skills of public relations, communications, and audiovisual specialists.

If manpower needs increase, library schools are likely to offer longer, multi-disciplinary degree programs, more options for

re-education, and more time for faculty to engage in research (Swanson, p. 150), which will mean larger faculties will be needed.

Recommendations

The best interests of our people and our nation require federal initiatives to support and enhance public library services as soon as possible. Improvement at the local level is essential for developing and sustaining grass-roots support for large-scale, long-term network plans. By itself, a national network is not a sufficiently "unifying idea" (Becker, 1973, p. 24) to inspire the requisite consensus and stable commitment; gradual development of networking is too remote from the daily lives of most of our people. It does not have immediacy.

The Second Draft (Rev.) of the National Program can easily accommodate a determined effort to invest in human resources as well as technological ones. The document already contains justification for federal responsibility in this area. The National Commission on Libraries and Information Science declares it is "user-oriented" and pledged to a goal of "high quality library and information services" as part of its "major program objectives" (U.S.: National, Sept. 15, 1974, pp. 3, 4). NCLIS recognizes "a critical shortgage of trained manpower and funds to help libraries convert from manual to machine methods" (p. 15).

The Draft asserts that NCLIS is "firmly committed to... categorical aid as part of the National Program" (P. 53), and to the principle that the program would include "federal efforts to support local and specialized services."

As a first step it is recommended that the National Program document acknowledge understaffing as an independent problem with a direct and vital relationship to most of the eight program objectives. Understaffing is pertinent to all of the following (numbers corresponding to those used in the Draft):

#1. Ensuring basic minimums of service in all local communities

#2. Serving special constituencies and the unserved

#3. Strengthening state resources and systems (many states are seriously understaffed [Wellisch, et. al., p. 36])

#4. Developing "adequate human resources" through educational initiatives

#7. Establishing a federal agency to implement the program "under the policy guidance of the National Commission" (hopefully policy will help to improve the staffing picture)

#8. Develop a national network (based on a foundation of "strong components" [p. 54])

It is important that the staffing problem receive attention from the inception of the National Program, and that it be integrated into the plan as a whole.

Major Federal Responsibility #6 is a pledge "to support research and development...on common crucial problems...some will... derive from the effects of new information systems on users, and...

[others will]...originate with the profession itself as it struggles with the dynamics of change" (p. 84). NCLIS suggests that the Office of Science Information Service of the National Science Foundation work "in close collaboration with the National Program" (p. 85). ALA cooperation would be beneficial also.

Appearing before NCLIS in 1972, Robert Wedgeworth suggested "experimentation in the economics of library service" (p. 167). Research should be attempted to develop definitions and broad, meaningful measures--measures that will be sensitive to local variables, and will be useful guides for adequate staffing and staff utilization in the eyes of professionals and the public.

Research, however, is a slow, painstaking process, and conditions cannot be permitted to deteriorate. Understaffing is deleterious to library units and systems. The problem is perceived today as a "felt need." Action need not be delayed until research shows results.

NCLIS can proceed immediately to incorporate into its policies a concerned interest in staffing requirements. The Commission has specifically endorsed mass-media educational efforts to acquaint the public with "the location of library and information services available" (p. 52). Emphasis should be on (1) information content as well--its potential application and value, and (2) staff contributions to satisfactory service. Public expectations regarding public libraries should be raised. These efforts can be implemented best at the national level; local attempts would be suspect as self-serving.

In his San Francisco presention before NCLIS, Gerald Brong pointed out that federal programs have benefited from this approach in the past (Savage, p. 686). This educational project could start a mutually-reinforcing and eventually self-sustaining cycle involving user demands, satisfaction, better public support, and improved services with which to satisfy demands. The rewards would accrue to users, libraries, recruitment efforts, information services in general, the network plan and the health of our society. This writer respectfully suggests that a resolve to raise staffing levels in public libraries should be integrated into the National Program for Library and Information Services.

* * *

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Statement of Charles T. Meadow
Professor of Information Science
Graduate School of Library Science
Drexel University
Philadelphia, Pa. 19104

to the National Commission on Libraries and Information Science
Philadelphia, Pa.
May 21, 1975

I would like to thank the Commission for this opportunity to express my views on its proposed National Program for Library and Information Services. In making this statement I represent myself only. The scope of the undertaking and the amount of progress made are, indeed, impressive. My own testimony is based on the 2nd Draft of A National Program for Library and Information Services, September 15, 1974. It is concerned with a few proposed extensions but largely with suggestions on the form of presentation of the Commission's recommendations. Fully recognizing that this Commission has considered a great many alternatives, I urge that a fuller public discussion of alternatives will both increase support for the program and enable members of the public to understand better the need for the program and its possible impact on various segments of our society.

I propose something analogous to the environmental impact statement by the Commission to justify each major recommendation and to enable affected persons to understand the nature of the effects.

As our society has progressively discovered that there are often negative results from major scientific innovations which seemed highly beneficial when introduced -- the atomic bomb, the SST, the internal combustion engine -- both scientists and political leaders have become more aware of the necessity to try to understand beforehand the changes that a new scientific program will bring about. I firmly believe that it should be the responsibility of scientists to define continuously to the public the limits and the risks involved in the projects and products they create.

I ask the Commission, then, to interpret my remarks in the context of a plea for more open comparison, for more justification and for more impact analysis, and not as challenge to stated goals.

Objectives of the Program

Here is the one area in which I would like to see the scope of the Commission's work expanded somewhat. I would propose that the program's objectives be broadened to include other than traditional library or public-oriented information center operations. In particular, emphasizing the information science aspect of the Commission's title, I propose including such matters as the protection and reliability of information in all files affecting the public, especially those files containing information about individual persons or critical economic data. This would cover such topics as the validity of business records, the right of a business to use an unreliable information system in interstate commerce, or to sell for profit information about a non-consenting individual.

To some extent these matters are covered by other Federal programs -- the Fair Credit Reporting Act, for example, or the Freedom of Information Act. But I believe that these do not cover such topics as the potential harm done by a business or government agency whose information system is unreliable -- a far more insidious problem that they created by scattered erroneous credit reports. I refer, for example, to bad credit rating created by programming errors, to the use of error-containing computer-generated letters to answer business mail, or to the problems of expunging human error from machine files. It seems to me that a federally sponsored campaign to improve the quality and reliability of information systems would be of great benefit to our country.

A second proposed extension is toward consideration of the Federal government's responsibility for dissemination of information in new or expanded ways. I refer to programs which now exist but might benefit from greater emphasis such as to disseminate information on dangerous products, availability of social services, or health information.

Perhaps also the Commission might lend its considerable prestige to improvement of the services offered by the Governement Printing Office.

The National Network

A network such as that proposed by the Commission can be of undoubted benefit to this country. However, I believe there is information that even reasonably informed members of the public do not have which would make the program far more acceptable. This includes:

1. What are the benefits and the costs? Quite frankly, I believe that the 2nd Draft assumes that the reader will see the specific benefits, but does not state them. Certain problems are correctly raised, such as mal-distribution of information resources, but the reader is not shown exactly how the network will resolve these problems.

2. There will inevitably be certain side effects of this network. What are they? For example, networks offer the opportunity for many libraries to reduce their acquisitions because of the sharing characteristics of the program. How is the interdependency of libraries likely to change? Will it become more hierarchic, with smaller libraries even more dependent on larger, and the larger more obligated than ever to support smaller libraries for which they have no organizational responsibility.

What will be the impact on the publishing industry? Will reduced sales to libraries raise the price of publication, and how will this affect the individual reader and book-buyer and the book-seller?

What are the actual patterns of distribution of materials relative to users? Are they such that a network will properly redistribute them? Or is it possible that have-not libraries will still have not and the wealthier ones be even richer in resources?

On page 37 of the 2nd Draft it states that "in five years time it may no longer be possible to organize a ... cohesive national system." Why? Can, in fact, the network be organized in five years"

The Role of Technology

Computer, communications and information sciences are among the most glamorous of today's sciences. But, unlike the automotive engineer who creates his products for consumers used to and interested in his technology, we do not necessarily do this. This is especially true in the library world where technology is still often looked upon with some distrust both by professionals in the field and by users. But, so be it. We owe to our users and consumers an understanding of their feelings. It is my feeling that most library users and most librarians are opposed to the "technological imperative" -- the attitude that if technological innovation is possible it should be done. While opposition to the technological imperative underlies most of my comments, I apply it here to three specific situations:

1. Microfilm. The resistance to the use of microfilm is not necessarily all caused by lack of technical standards, which are at any rate unenforcable, or a portable reader. Undoubtedly, these are factors. But there are others, such as the general lack of flexibility of use of any reader relative to a paper book, inability to annotate a microfilm reader, eyestrain, strangeness of the mode of presentation compared to familiar modes, or change per se. Perhaps it is a McLuhanist feeling that this is the wrong medium by which to deliver certain messages. Perhaps highly compact recording will achieve general popularity only through another medium, such as holographic recording or video taping. I favor the encouragement of microfilm, but I do not feel that it is yet the proven solution to our problems.

2. Cable Television. Again, the potential use in libraries and information centers is exciting and clearly of value to many kinds of users. But, specifically, to whom? Is it a better investment, say for the urban poor or for remote Indian schools, than more books and librarians? Is there a pressing problem to which cable television is the clear answer?

3. Communications. On page 17 of the 2nd Draft the Commission states "the nation has not perceived the far-reaching consequences of being able to distribute information to distant points with relative ease." I believe that to a large extent we have done this though such media as mail, telephone, telegraph, radio and television, although I agree we have used these media in the library environment only to a limited extent. If there remains a problem of information distribution however, I believe it remains to be shown that communication channels are either the cause or the cure.

User Needs

The report states on page 21 that "user needs for information ... are more pressing than ever before..." Again, while I do not challenge this statement, I believe it is the responsibility of our profession to prove this to the public. I am aware that the commission has held hearings and sponsored studies on user needs, but I feel they should be as well publicized as this report, and their tie to the Commission's recommendations made explicit.

One goal of the proposed program (page 37) is that "every individual in the country have equal opportunity of access to the information and knowledge he needs". This is one of my very few outright disagreements with the Commission. I do not believe this goal can be met, nor do I think it is consistent with our method of government and system of economy. There are many information files that are protected from access for one reason or another, even though any individual may feel he "needs" access to them. For example, privately financed research files on new products are clearly proprietary, so long as we have a free-enterprise economy. Yet, employees and investors, not to speak of competitors, may feel a need for the information. In spite of all the recent unpleasant associations of the term, there remains the interest of national security to protect some files, and sensitivity to individual privacy to others. In the domain of criminal records, some employers feel the need to see them before hiring people, but equally many people feel these records should be kept confidential. Perhaps the Commission meant only published information, but since I am urging a broader interpretation of charter to cover non-published information, I feel this should be made clear. Even in the field of published information, our decentralized form of government and the proposed cooperation of private and academic libraries with public ones (which I heartily support) are bound to make it unlikely that relatively large sums will be expended to satisfy what may the whim of a person in a community far-distant, whether spatially, economically, or professionally distant.

The Federal Role

The Federal Government's role in support of education, at all levels, and of science has become very strong. Regardless of one's feelings about whether it ought to be so involved in these activities, realistically it seems evident that this degree of involvement comes from a need perceived at the Federal level but not satisfied at the local level. Federal assistance is to the long range benefit of all. In emergencies, the Federal government has entered some industries such as the railroads at the operational level. In cases of physical or economic risk to the country, we have Federal regulation, as in air traffic, atomic energy, or environmental pollution.

But, each additional Federal entry into a new area is met with new opposition. Once again, rather than dispute the Commission's recommendation for a Federally run library network, I urge public consideration and weighing of alternatives so that all may see why this option is the best. In particular, given the success of the Ohio College Library Center and the reference services of Systems Development Corporation, Lockheed Missiles and Space Company and the New York Times, the Commission should openly address the question of why we need a Federally-operated library network. Why not the more traditional pattern of Federal research and development support leading to the development of one or more privately operated systems?

Finally, the suggestion of a Federal hand at the helm of a single national library system is bound to raise the spectre of censorship and federal control of content or, conversely, of attempts by pressure groups to prevent tax-supported institutions from handling certain kinds of literature.

Summary

On page 107 of the 2nd Draft of the Commission's program report it is stated that

> The Commission's intent is to create a program that is going to enforce, enliven, and enspirit this country's creative powers, so that more can be achieved with our total intellectual and knowledge capacities. The Commission sees the National Program as a force for productivity and creativity, and not as an authoritative and inhibitive constraint that would control the behavior of people.

In its final paragraph, the report states

> America must not forget her dream of individual freedom and of an open approach to learning and knowledge.

I most emphatically concur in these statements. I urge the Commission not to risk having its work seen as a constraint on the free exchange of information or on the right to free competition to provide services. I urge that the Commission make every effort to anticipate impact, publicize all aspects of the probable changes that this network would bring about, and fully and freely consider and publicize alternative approaches.

Statement on Behalf of the Council of National Library Associations, Inc., to the National Commission on Libraries and Information Science

The Council of National Library Associations (CNLA) has served since 1942 as a forum in which librarians have discussed the library and information problems of each successive era, bringing together in biennial sessions a wide variety of library leaders each of whom represented one of the national library associations which make up the Council membership.

From this framework of cooperative discussion the current members of CNLA look with particular interest and sympathy at the present endeavors of the National Commission on Libraries and Information Science to formulate and implement a broadly effective national program for library and information services. As the national program develops, NCLIS will be calling on the several U.S. library associations to bring the strength of their membership consensus to bear on the many parts of the program which will need such help if they are to be made viable. At the same time CNLA will hope to be able to serve the aims of NCLIS by holding its agendas open for discussion of any areas in which its breadth of representation will make this useful for NCLIS' purposes.

CNLA membership, at this time, brings together representation from fifteen national library associations. (See list attached.) The primary purpose of the Council is to provide a forum in which matters can be discussed that are of library interest and concern to more than one association. A second purpose, which is carried out primarily through the activities of free-wheeling joint committees, is to foster cooperative projects of value to American librarianship as a whole: and in this respect also its aims are at one with those of NCLIS and may provide useful input to national program activities.

The activities of CNLA itself have been carried out almost entirely on a voluntary basis, without central funding. The Council can take relatively little concerted action on its own, inasmuch as the members represent associations for whom they cannot speak officially without review or referral.

The primary result of these factors is that probably the most important influence of CNLA discussions per se is unpublished or even subliminal. A reading of the history of CNLA meetings reveals the airing of ideas which foreshadow the later establishment of such operations as National Library Week, the library-school accreditation program, the National Serials Data Program, and the Library Technology Project. CNLA can in no way claim to be a prime mover in any of these, but the effect of the early discussions may well appear germinal.

However, there is in addition a proud list of successful projects which were carried forward by CNLA joint committees from Council discussions of new or newly-needed activities, and each of which found an active life in a support mode suited to its needs. These projects include the following: the work of Committee Z39 in formulating and winning national and international recognition for library standards, paving the way for the requirements of modern information services; the resuscitation of the

national library yearbook now published as the Bowker Annual; the early development of the Library Manpower Project; the revival of Who's Who in Library Service; and the establishment in 1948 of the United States Book Exchange, Inc., one of the longest-lived cooperative agencies in librarianship and one of the most effective through its self-supporting clearing-house operation.

Fourteen years ago a CNLA program committee, with the assistance of a grant from the Council on Library Resources, Inc., developed a concept of CNLA as an operative council in the same fashion as the American Council of Learned Societies: a library council which would not only coordinate the mutual needs of its several constituent societies, but could do so through a program of grants, fellowships and scholarships, congresses, symposia, and projects. Unfortunately the initial financing for this development was never realized.

CNLA has continued, however, its activities as a forum where association representatives, including the current top elected officer and the executive secretary if any, can meet to examine areas of mutual need and to assign to committees projects which seem to be open to effective mutual action. Such committees are now kept to a minimum to avoid the proliferation of moribund groups which was a danger a few years ago. At present the active committees are these: the Ad Hoc Committee on Copyright which is working with the Current Task Force, the Joint Committee on Library Education of which Dr. Elizabeth Stone of CLENE fame is Chairman, and the Joint Committee on Prison Libraries which is seeking to forward library service in one of the areas of the unserved.

In terms of the capabilities and areas of activity described, CNLA looks forward to working with the NCLIS in its forwarding of the national program for library and information services.

Alice D. Ball
Ex Officio Counselee
Council of National
Library Associations, Inc.

4/18/75

Council of National Library Associations, Inc.

Founded: 1942

MEMBERSHIP INFORMATION: Page 1

• AMERICAN ASSOCIATION OF LAW LIBRARIES
Administrative Secretary: Antoinette Russo, 53 West Jackson Blvd. Chicago, IL 60604. 312/939-4764
President (June 74-June 75): Marion Boner, Texas State Law Library, Box 12367, Austin, TX 78711. 512/475-3807.
CNLA Councillors:
(July 72-June 75): Morris L. Cohen, Harvard Law School Library, Langdell Hall, Cambridge, MA 02138. 617/495-3170.
(July 73-June 76): Jane L. Hammond, Law Library, Villanova Univ., Villanova, PA 19085. 215/527-2100.
CNLA Joint Committee Representatives:
Library Education (July 74-June 75): Frances Hall, School of Law Library, Univ. of Illinois, Champaign, IL 61820.
Prison Libraries (July 74-June 75): Morris L. Cohen (see above).

• AMERICAN LIBRARY ASSOCIATION
Executive Director: Robert Wedgeworth, 50 East Huron St. Chicago, IL 60611. 312/944-6780.
President (June 74-June 75): Edward G. Holley, School of Library Science, Univ. of North Carolina, Chapel Hill, NC 27514. 919/933-8366
CNLA Councillors:
(July 73-June 76): appointment pending to fill unexpired term
(July 74-June 77): Robert Wedgeworth (see above).
CNLA Joint Committee Representatives:
Library Education (July 74-June 75): Elizabeth W. Stone (Committee Chairman), Dept. of Library Science, Catholic Univ. of America, Washington DC 20017.
Prison Libraries (July 74-June 75): Andree Bailey (for ALA/Health and Rehabilitative Services Division), Florida State College Library, Supreme Court Bldg., Tallahassee, FL 32304.

• AMERICAN SOCIETY OF INDEXERS
President: Barbara Preschel, 400 E. 56th St., New York, NY 10022. 212/753-8458.
CNLA Councillors:
(July 72-June 75): Jane Stevens, Mail To: 410 Riverside Dr., New York, NY 10025. 212/AC2-7444.
(July 74-June 77): Eleanor F. Steiner-Prag, 125 Christopher St., New York, NY 10014. 212/WA9-8629.
CNLA Joint Committee Representative:
Library Education (July 74-June 75): Nathalie Frank, Graduate School of Library Science and Information Science, Pratt Institute, Brooklyn, NY 11205. Mail to: 120 Vermilyea Ave. New York, NY 10034.

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• AMERICAN THEOLOGICAL LIBRARY ASSOCIATION
Executive Secretary: David J. Wartluft, Lutheran Theological Seminary, 7301 Germantown Ave., Philadelphia, PA 19119. 212/CH7-4874.
President (June 74-June 75): Oscar Burdick, Graduate Theologian Univ. Library, 2451 Ridge Rd., Berkeley, CA 94709. 415/841-9811.
CNLA Councillors:
(July 72-June 75): Neils Sonne, General Theological Seminary, 175 9th Ave., New York, NY 10011. 212/243-5150.
(July 73-June 76): Arthur E. Jones, Jr., Rose Memorial Library, Drew Univ. Madison, NJ 07940. 201/377-3004.

• ART LIBRARIES SOCIETY/NORTH AMERICA
Acting Executive Secretary: Judith A. Hoffberg, P.O. Box 3692, Glendale, CA 91201.
Chairman(January 74-January 75): Jean L. Finch, Art Library, Stanford Univ., Stanford, CA 94305. 414/497-2300 X3408.
Chairman(January 75-January 76): William B. Walker, National Collection of Fine Arts/National Portrait Gallery, Smithsonian Institution, Washington, DC 20560. 202/381-5118. Mail to: 3325 N. 23rd Rd., Arlington, VA 22201.
CNLA Councillors:
(July 72-June 75): William B. Walker (see above)
(July 73-June 76): Stanley T. Lewis, Dept. of Library Science, Queens College, Flushing, NY 11367. 212/520-7194 or 5. Mail to: 20 Continental Ave., Apt. 4M, Forest Hills, NY 11375. 212/520-0183.
CNLA Joint Committee Representative:
Library Education (July 74-June 75): Jean L. Finch (see above)

• ASSOCIATION OF AMERICAN LIBRARY SCHOOLS
President: Elizabeth W. Stone, Dept. of Library Science, Catholic Univ. of American., Washington, DC 20017. 202/635 5085.
CNLA Councillors:
(July-72 June 75): Margaret Monroe, Library School, Univ. of Wisconsin, Madison, WI 53706.
(July 73-June 76): John C. Larsen, School of Library Service, 516 Butler Library, Columbia Univ., New York, N. Y. 10027.
CNLA Joint Committee Representatives:
Library Education (July 74-June75): Irving M. Klempner, School of Library Science, SUNY-Albany, Albany, NY 13203.
Prison Libraries (July 74-June75): Marlene C. McGuirl, Anglo-American Law Div., Library of Congress, Washington, DC 20540.

• ASSOCIATION OF JEWISH LIBRARIES
President: Leonard S. Gold, Jewish Div., Floor B, Rm. 84, New York Public Library, 42nd St. & 5th Ave., New York, NY 10018. 212/ 790-6349.
CNLA Councillors:
(July 73-June 76): Mae Weine, 13761 Sherwood, Oak Park, MI 48237.
(July 74-June 77): Theodore Wiener, Hebraic Language Unit, Descriptive Cataloging Div., Library of Congress, Washington, DC 20540. 202/426-5237. Mail to: 1701 N. Kent St., Arlington, VA 22209. 202/528-3989.
CNLA Joint Committee Representative:
Library Education (July 74-June 75): Edith Degani, Jewish Theological Seminary of America, 3080 Broadway, New York, NY 10027.

2/7/75

• CATHOLIC LIBRARY ASSOCIATION
Executive Secretary: Matthew R. Wilt, 461 W. Lancaster Ave., Haverford, PA 19041. 212/MI9-5150.
President: Mary-Jo DiMuccio, Adult Services, Sunnyvale Public Library, 665 W. Olive St., Sunnyvale, CA 94086. 408/245-9171X20.
CNLA Councillors:
(July 72-June 75): John Corrigan, C.F.X., Catholic Library World, 461 W. Lancaster Ave., Haverford, PA 19041. 215/MI9-5250.
(July 73-June 76): Matthew R. Wilt (see above)
CNLA Joint Committee Representatives:
Library Education (July 74-June76): Jovian Lang, O.F.M., St. John's Univ., Grand Central & Utopia Pkwys., Jamaica, NY 11432.
Prison Libraries (July 74-June75): John Corrigan, C.F.X. (Committee Chairman), (see above)

• CHURCH AND SYNAGOGUE LIBRARY ASSOCIATION
Executive Secretary: Dorothy Rodda, P.O. Box 530, Bryn Mawr, PA 19010. 215/789-1710.
President (September 74-August 75): Maurice Tuchman, Hebrew College, Brookline, MA. 02146. 616/121-8710.
CNLA Councillors:
(July 72-June 75): John F. Harvey, School of Library Science, Hofstra Univ., Hempstead, NY. 516/560-0500.
(July 74-June 77): Claudia Hannaford, 5350 Gardner Dr., Erie, PA 16509. 814/868-1167. (Business phone: 814/456-7057)
CNLA Joint Committee Representative:
Library Education (July 75-June 75): Maurice Tuchman (see above)

• COUNCIL OF PLANNING LIBRARIANS
President (February 74-April 75): Elizabeth K. Miller, Graduate School of Library Science, Drexel Univ., Philadelphia, PA 19104. 215/895-2474 (Wed.PM/ Thurs.AM). Mail to: 1165 5th Ave., New York, NY. 212/369-6759 (Mon./Wed./Fri.AM).
President (April 75-April 76): Angela Giral, Urban & Environmental Studies, Princeton Univ., Princeton, NJ 08540. 201/609-3256.
CNLA Councillors:
(July 72-June 75): Louise Heller, TRI-State Regional Planning Commission, 1 World Trade Center, 56 South, New York, NY 10048. 212/466-4764.
(July 74-June 77): William O. T. Smith, 825 New Hampshire Ave., N.W. Washington, DC 20037. 202/337-2535.
CNLA Joint Committee Representative:
Library Education (July 74-June 75): Vivian Sessions, City Univ., Graduate Div., 33 W. 42nd Street, New York, NY 10036

• LIBRARY PUBLIC RELATIONS COUNCIL
President (September 74-August 75): Walter Haber, Baldwin Public Library, 2385 Grand Ave., Baldwin, NY 11510. 516/223-6228.
CNLA Councillors:
(July 72-June 75): Beatrice James, 90 Harcourt Ave., Bergenfield, NY 07621. 201/384-3091.
(July 74-June 77): Lynniel A. Moore, Plainfield Public Library, 8th & Park Ave., Plainfield, NJ 07060. 201/757-1111.

• MEDICAL LIBRARY ASSOCIATION
Executive Director: John S. LoSasso, Suite 3208, 919 N. Michigan Ave., Chicago, IL 60611. 312/266-2456.
President (June 74-June 75): Sam Hitt, Texas Medical Center, Houston Academy of Medicine Library, Jesse H. Jones Library Bldg., Houston, TX 77025. 713/429-3808.
CNLA Councillors:
(July 73-June 76): Eric Meyerhoff, Medical College Library, Cornell Univ., 1300 York Ave., New York, NY 10021. 212/472-5919.
(July 74-June 77): John S. LoSasso (see above)
CNLA Joint Committee Representative:
Library Education (July 74-June 75): Julie A. Virgo, Medical Library Association, 919 N. Michigan Ave., Chicago, IL 60611.

• MUSIC LIBRARY ASSOCIATION
Executive Secretary: William J. Weichlen, 343 S. Main St., Rm. 205, Ann Arbor, MI 48108. 313/761-6350.
President (January 73-February 75): James W. Pruett, Music Library, Univ.of North Carolina, Chapel Hill, NC 27514. 919/933-1030.
President (February 75-January 77): Clara Steuerman. Cleveland Institute of Music, 11021 East Blvd., Cleveland, OH 44106. 216/791-6165X20. (Home: 216/371-4361)
CNLA Councillors:
(July 73-June 76): Ruth Hilton, Music Div., Bobst Library, New York Univ., 70 Washington Sq. South, New York, NY 10012. 212/598-3607. Mail to: 60 E. 12th St., Apt. 12F, New York, NY 10003. 212/473-0093.
(July 74-June 77): Melva Peterson, Music Library, City College at CUNY, 135th St., and Convent Ave., New York, NY 10031. 212/690-4174. Mail To: 900 West End Ave., New York, NY 10025 212/663-9111.
CNLA Joint Committee Representative:
Prison Libraries (July 74-June 75): Mary Wallace Davidson, Jewitt Art Center Music Library, Wellesley College, Wellesley, MA 02181.

• SPECIAL LIBRARIES ASSOCIATION
Executive Director: Frank E. McKenna, 235 Park Ave. South, New York, NY 10003. 212/777-8136.
President (June 74-June 75): Edythe Moore, Charles C. Lauritsen Library (A4/108), Aerospace Corp., P.O. Box 95085, Los Angeles, CA 90045. 213/648-6738.
CNLA Councillors:
(July 73-June 76): John Binnington, Technical Information Div., Brookhaven National Laboratory, Upton, NY 11963. 516/345-3486.
(July 74-June 77): Frank E. McKenna (see above).
CNLA Joint Committee Representatives:
Library Education (July 74-June 75): Pauline M. Vaillancourt, School of Library Science, SUNY-Albany, Albany, NY 1222.
Prison Libraries (July 74-June 75): Sandra K. Paul, Random House, 201 E. 50th St., New York, NY 10022.

• THEATRE LIBRARY ASSOCIATION
Secretary/Treasurer: Richard Buck, 111 Amsterdam Ave., New York, NY, 10023. 212/799-2200.
President (October 74-October 76): Robert M. Henderson, Library and Museum of the Performing Arts, Lincoln Center, 111 Amsterdam Ave., New York, NY 10023. 212/799-2200.
CNLA Councillors:
(July 72-June75): Robert M. Henderson (see above).
(July 74-June 77): Louis A. Rachow, Walter Hampden Memorial Library, 16 Gramercy Park, New York, NY 10003. 212/475-6116.
CNLA Joint Committee Representative:
Library Education (July 74-June 75): Hobart Berolzheimer, Free Public Library of Philadelphia, Logan Sq., Philadelphia, PA 19103.

Ex Officio Counselees

Alice D. Ball, Executive Director
U. S. Book Exchange
3335 V Street N.E.
Washington, DC 20018
202/ LA9-2555

Jerrold Orne, Chairman
ANSI Standards Committee Z-39
School of Library Science
Univ. North Carolina
Chapel Hill, NC 27514
919/933-1327

Madeline Miele, Managing Editor
Bowker Annual of Library and Book Trade Information
R. R. Bowker Co.
1180 Avenue of Americas
New York, NY 10036
212/764-3379

11/7/74

Council of National Library Associations, Inc.

Founded: 1942

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New York, NY 10031 212/690-4174
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212/663-9111

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Council of National Library Associations, Inc.

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40 Washington Square South
New York, New York 10003

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Robert Wedgeworth, American Library Association, 50 East Huron St., Chicago, IL 60611.

MEDICAL LIBRARY ASSOCIATION
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MUSIC LIBRARY ASSOCIATION
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SPECIAL LIBRARIES ASSOCIATION
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Council of National Library Associations, Inc.

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JOINT COMMITTEE ON LIBRARY EDUCATION: JULY 1974-JUNE 1975
Chairman: Elizabeth W. Stone (202/635-5085)

AMERICAN ASSOCIATION OF LAW LIBRARIES
Frances Hall, School of Law Library, Univ. of Illinois, Champagn, IL 61820

AMERICAN LIBRARY ASSOCIATION
Elizabeth W. Stone, Dept. of Library Science, Catholic Univ. of America
Washington, D.C. 20017

AMERICAN SOCIETY OF INDEXERS
Nathalie Frank, Graduate School of Library Science and Information
Science, Pratt Institute, Brooklyn, NY 11205.
Mail To: 120 Vermilyea Ave., New York, NY 10034

ART LIBRARIES SOCIETY/NORTH AMERICA
Jean L. Finch, Art Library, Stanford Univ., Stanford, CA 94305

ASSOCIATION OF AMERICAN LIBRARY SCHOOLS
Irving M. Klempner, School of Library Science, SUNY-Albany, Albany, NY 13203

ASSOCIATION OF JEWISH LIBRARIES
Edith Degani, Jewish Theological Seminary of America, 3080 Broadway,
New York, NY 10027

CATHOLIC LIBRARY ASSOCIATION
Jovian Lang, O.F.M., St. John's Univ., Grand Central & Utopia Pkwys.,
Jamaica, NY 11432

CHURCH AND SYNAGOGUE LIBRARY ASSOCIATION
Maurice Tuchman, 16 Duffield Road, Auburndale, MA 02166

COUNCIL OF PLANNING LIBRARIANS
Vivian Sessions, City Univ., Graduate Dir., 33 W. 42nd St., New York,NY 10036

MEDICAL LIBRARY ASSOCIATION
Julie A. Virgo, Medical Library Association, 919 North Michigan Ave.,
Chicago, IL 60611

SPECIAL LIBRARIES ASSOCIATION
Pauline M. Vaillancourt, School of Library Science, SUNY-Albany, Albany, NY 1222

THEATRE LIBRARY ASSOCIATION
Hobart Berolzheimer, Free LIbrary of Philadelphia, Logan Square,
Philadelphia, PA 19103

3/3/75

Council of National Library Associations, Inc.

Founded: 1942

JOINT COMMITTEE ON PRISON LIBRARIES: JULY 1974-JUNE 1975
Chairman: John Corrigan, C.F.X. (215/MI9-5250)

AMERICAN ASSOCIATION OF LAW LIBRARIES
Morris L. Cohen, Harvard Law School Library, Lang Hall, Cambridge, MA 02138

AMERICAN LIBRARY ASSOCIATION/HEALTH AND REHABILITATIVE LIBRARY SERVICES DIVISION
Andree Bailey, Florida State College Library, Supreme Court Bldg. Tallahassee, FL 32304

ASSOCIATION OF AMERICAN LIBRARY SCHOOLS
Marlene C. McGuirl, Anglo-American Law Div., Library of Congress, Washington, D.C. 20540

CATHOLIC LIBRARY ASSOCIATION
John Corrigan, C.F.X., Catholic Library World, 461 West Lancaster Ave., Haverford, PA 19041

MUSIC LIBRARY ASSOCIATION
Mary Wallace Davidson, Jewett Art Center Music Library, Wellesley College, Wellesley, MA 02181

SPECIAL LIBRARIES ASSOCIATION
Sandra K. Paul, Random House, 201 E. 50th St., New York, NY 10022

2/7/75

Testimony of Roger H. McDonough

before the

NCLIS Regional Hearing
Philadelphia, PA
May 21, 1975

My name is Roger H. McDonough. I am the State Librarian of New Jersey. I am pleased to have this opportunity to present testimony to the National Commission on Libraries and Information Science concerning the third and "final" draft of its National Program for Library and Information Services. I am especially pleased that the third or "final" draft includes greater emphasis on the impact that the National Program must have on all categories of libraries and their users, from the man in the street or institution, to the public library, the school media center and the State Library.

I view the active participation and support of the State Library agencies to be of critical importance to the success of the national program. As the Commission notes, the State libraries are seeking wider network participation and are a natural focus for the coordination of both intrastate and interstate library activities. The Commission stresses the role of the State Library on pages 84, 103, 104, and especially on page 105, where it states in part: "State library agencies have a major role to play in the development of the nationwide program of library and information service... Therefore, they should be considered partners by the federal government in developing and supporting useful patterns of service."

In New Jersey, as elsewhere, the State Library has been heavily supporting a coordinated, statewide network of libraries, which to date includes support of the local public libraries, 24 area libraries, one regional library, 4 research library centers, 5 regional film centers, and a host of special targeted projects, both state and federally funded, to improve services to the blind, handicapped, hospitalized and institutionalized, to provide incentives for local initiative, and to foster

interlibrary cooperation between various types of libraries. Looking beyond the State borders, we are following the progress of OCLC and hope to contract with PALINET for service, as Princeton University did. At the same time, we are supportive of New Jersey's Higher Education project, CAPTAIN, which may offer computer-assisted ordering as well as cataloging and card production beyond the academic community. Libraries in New Jersey are interested in data banks and we are now fast approaching a decision point for the State Library and the New Jersey Library Network in that regard. Our Library for the Blind and Handicapped has a special circulation-control problem, which we hope to solve by installation of a mini-computer.

Again, on the interstate level, the New Jersey State Library is active on the Advisory Committee to the New York and Northern New Jersey Regional Medical Library. Through that relationship has come the proposal to extend the present linkage of the RML with NYSILL to New Jersey. In exploring the medical interlibrary loan linkage with John Humphry, my staff and I have decided that a full interface of the NYSILL and New Jersey Library Network is both feasible and desirable. Both our in-and out-of-state efforts could benefit greatly from the implementation of the National Program, which can yield the important benefits of standardization, communication links and lower tariffs, economies of scale, and incentive funding for our partication. You have our active support and encouragement in pushing for the national network objectives, so well and fully described in the third and "final" draft.

I would not have asked to testify today if I did not have concerns, as well as praise, for the Commission's work. My first area of concern is that of timing and support. To be specific, I am disturbed that the National Commission plans to officially adopt the third draft immediately following this May 21 hearing for the Mid-Atlantic region. Final adoption of the National Program without full

consideration of the testimony presented at this regional hearing would, I think, undermine credibility in the national program's statement significantly, as well as jeopardize that confidence in it which will be essential to its successful implementation. While I appreciate the concern of the Commission to move forward as expeditiously as possible to the implementation stage, the Commission's action may be sacrificing effectiveness to efficiency. It is entirely possible that this hearing will produce no new ideas, identify no different considerations, nor raise any concerns not previously heard, but the issue should not be pre-judged.

Secondly, the National Program statement needs to be rewritten in the manner suggested in the April 14 LJ Hotline. The statement, as revised, should boil down the section on problems of each type of library into a balanced, melded and coherent whole. In addition, it would be helpful if the revised statement would include among its overall priorities the needs of a strong local library support base underlying the network and would cite the special needs of the disadvantaged, handicapped, college students, and of school, public, academic and state libraries within the listing of objectives. By expanding the objectives of the National Program to include these vital elements, the Commission would be well advised to chart all the activities in some priority fashion, showing which activities require simultaneous or equal funding. If possible, the Commission should suggest a long-range and coordinated funding pattern for each program element necessary to achieve short-range and continuing objectives of the comprehensive National Program.

Next, in addition to the total rewriting of the "final" draft, necessary for cohesion, clarity, and intended emphasis, the Commission should seriously consider the need for a popular short version of the National Program as adopted, to be widely distributed to legislators, library trustees, staff, foundations and the general public in time for consideration at the various State conferences and

the climactic White House Conference. Such a synopsis, properly prepared and, possibly, with a supporting television "special" could go far in presenting the National Program to the widest possible audience, the American people.

Fourth, the Commission stated as its first objective that the National Program was to "ensure that basic minimums of library and information services, adequate to meet the needs of all local communities, are satisfied". (P. 67) Further, the document goes on to say, "The sharing of resources is no remedy if resources are inadequate at the local level. Strong systems need strong components. It is,therefore, imperative that the National Program insure that local communities attain certain basic levels of service and materials and that their human resources are also strengthened."

I heartily endorse that concept, but I am dismayed that the Commission concludes only that "categorical aid is still needed," and "every effort should be made to retain it." (p. 68) while I realize that the categorical aid has been, and remains, unpopular with the Administration, Congressional support of LSCA, ESEA, and HEA has been undiminished. The need for expanded categorical aid for libraries is self-evident in an inflationary economy. But even without inflation, increased federal funds for these programs are necessary to ensure that all Americans have access to adequate local library and information services.

There is every evidence that state and local governments will not use revenue sharing funds in any adequate measure to bolster local library support. In New Jersey, we face a recommended 25 percent reduction in state aid to local, area, and research libraries beginning July 1. While the votes are not yet in, New Jersey and other states face the problem of restricted revenue sources, higher costs, budget deficits, and the need for increased taxation. Therefore, I urge the Commission to include expansion of the categorical programs for libraries, LSCA, ESEA, and HEA, as a national program objective, and that Figure II (pp. 109-10) and Figure III (p. 127)be amended to include expansion of

the existing categorical programs as a federal support responsibility.

Fifth, large urban and research libraries, such as the Newark Public Library, the Free Library of Philadelphia, and the New York Public Library, require special consideration for federal funding because of their intrastate and Interstate utility as information resources. Enabling legislation is needed to sustain these agencies in the face of dwindling local support and the special problems of our older impacted areas. A separate title of LSCA for metropolitan regions might be a solution, and should be considered in addition to any reimbursement to large urban libraries for services rendered beyond the metropolitan areas or across state lines.

Finally, allow me to close my testimony with a few comments, mostly words of caution. The Commission is concerned that "The growth of libraries in the United States has been fragmented and uneven. They evolved independently and do not presently constitute an orderly national system." This is an accurate observation, and is certainly not surprising. Libraries reflect closely the needs and limitations of their communities and of their parent organizations. The trend toward larger units of service and toward library systems and networks is relatively recent, and the advent of technological means of mobilizing the combined resources of many libraries is more recent still. I am not at all sure the nation's libraries <u>can</u> represent "an orderly system", given the history of library development and the vagaries of library funding.

This is not to say that coordinated patterns of service, and a much more refined national system of bibliographic control are not highly desirable. But in pursuing these ends, the Commission must take great care:

1. That the research needs of the few do not overshadow the daily, less sophisticated needs of the many;

2. That special interests and self-serving concerns do not excessively influence the configuration of the network or the Commission's

priorities;

3. That, while modern technology will increase access to vast information banks, the network machinery, and software, are subject to mechanical and human failure. Safeguards must be included against possible loss of vital elements of our intellectual resources through natural or man-made disaster.

I trust that the National Commission will hold off adoption of the National Program until these concerns are deliberated and written into a final revised draft. Again, I stress that a total rewriting of the draft is mandatory. Further patching at this point will only intensify the lack of balance, the lack of cohesiveness, and the redundancy felt in the present document.

I thank you for this opportunity to testify, and assure you that the New Jersey State Library stands ready to provide constructive criticism and support of the work of the Commission.

TESTIMONY FOR THE NATIONAL COMMISSION OF LIBRARIES AND INFORMATION SCIENCE REGIONAL HEARING, PHILADELPHIA, MAY 21, 1975

By: Ernest E. Doerschuk, Jr.
State Librarian of Pennsylvania

I appreciate this opportunity to state some concerns and observations to the Commission about the present status and future development of library services as seen from my office as State Librarian of the third most populous state of the union. In Pennsylvania the State Library agency is within the Department of Education.

Pennsylvania has participated fully in the federal program for public libraries since 1957. LSCA is the only Federal library program administered by the State Library, since the school library program of our state is in a Division of the Bureau of Instructional Support Services. Grants to academic libraries under the Higher Education Act are made directly by HEW to the academic libraries without passing through the state agency.

Pennsylvania's first use of federal money under the Library Services Act of 1956 was for a survey of public library needs. This led to a plan for a statewide and state-aided network of local, district and regional libraries which was legislated into being in June, 1961. The state-aid formula was revised upward in 1971.

In fiscal year 1963-64, the first year of the Library Services and Construction Act, the total state-aid paid to Pennsylvania public libraries was $2,080,150. The appropriation for the current fiscal year is $8,200,000. In Fiscal 63-64 the library appropriations of 35 county governments only came to $420,946; for the current fiscal year the amount is $3,031,391, and 45 county governments are involved. Clearly the federal program was accompanied by greater effort on the part of both state and local governments.

In addition to stimulating the creation of our present public library network, federal funds under the Library Services and Construction Act have produced many innovations and improvements in our public libraries. Title II funds have assisted in the construction of many public library buildings.

Title III funds have expanded public library network services to include other types of libraries in a delivery system, in book location services, and in participation in shared cataloging services offered by the Ohio College Library Center. Federal funds have been put to good use.

Despite the progress that has been made, however, I must report that 1,759,000 Pennsylvania residents either do not have free access to a public library, or are served by libraries so weak that they are ineligible to participate in the state-aid that is available. Analysis of the public library performance by the various states as reported in the 1974-75 edition of "The American Library Directory" shows Pennsylvania to be eighth among the states in the amount of state-aid per capita, twenty-fifth in the aggregate per capita support of public libraries, fortieth in the number of volumes per capita in public libraries, and forty-sixth in the number of books borrowed per capita by public library users. Allowing for vagaries in the reporting system, one must still conclude that this is a very disappointing record for the state of Benjamin Franklin and Andrew Carnegie.

In July 1974 a volunteer committee representative of different types of libraries completed two and a half years' work on a master plan for the improvement and coordination of library services of all kinds in Pennsylvania. The principal recommendations of the committee are (1) strengthening the State Library agency by creating a commission for library service within the Department of Education, with responsibility and authority for working with all types of libraries (2) designation of twelve library development regions within the state, with a citizen board in each region to plan development of library service to the people, to administer state funds for library development in the region, and to contract with existing libraries of whatever type to provide service to all the people (3) mandation of public library support at the county government level (4) annual state matching, on a dollar for dollar basis, of the aggregate amount of local tax money available to public libraries (5) development of a statewide information and materials exchange network, and (6) establishment of a Council on Library Education. The report also recommends that "In developing statewide networks for the sharing of resources, bibliographic data and information, full consideration should be given to compatibility with national goals and techniques."

I enthusiastically favor the development of national information and materials exchange networks with the State Library agency in the role of planning and coordinating the participation in such networks on the part of libraries and information centers with the state. Along with supporting such networks, however, I believe the Commission should take steps to assure that local community libraries, at the delivery end of the network, are in fact able to serve their people at an effective level. A per-capita type of federal assistance to local libraries may even be required to meet this goal.

As for placement in federal government of the planning and monitoring of the national information network activity, I personally think it would be an appropriate activity for the Commission itself, since the Commission would be free of responsibility for a particular library or type of library, and it would be free of the bureaucratic in-fighting that is inevitable in a large department of government.

The following are some of the obstacles I see to library development in our state: (1) any tax levy for public library purposes must be based on real estate (2) there is a multiplicity of small municipalities, and each municipal unit may legally establish an independent library however small the support base (3) there is a broad belt of rural and impoverished counties where the ability to support library service is limited and where the techniques of delivering services need to be further developed (4) the two large metropolitan libraries in the east and west constitute indispensable area library resources, but a system of tapping those and other resources on an equitable and reimbursable basis needs to be perfected (5) rapid inflation and erosion of the library dollar has prevented public libraries, and to a lesser extent, has prevented other libraries from acquiring and exploiting the new media such as films, cassettes, videotapes and Cable TV in community service programs (6) academic, school and public libraries understandably tend to look after the special interests of their respective clienteles and sometimes overlook the possibilities and imperatives of cooperative programming (7) there is no clear agreement on the respective financing and planning roles that should be assumed by state, local and federal governments (8) the missions of the community library and the urban public library are not clearly defined with respect to service to specialized groups, outreach, etc., and (9) the role of volunteers is controversial. It is to the above issues that I think state conferences and the White House Conference could well address themselves.

I cite the master plan because it represents the views of a quality committee on the deficiencies of our present library service system and suggests steps that might be taken by state government to remedy them, and because it shows a concern for coordination of state plans with any national plan that may be developed.

The master plan report has not had wide acceptance at this point. Each of the recommendations has its critics. But whatever its fate, it represents a serious effort to upgrade and coordinate library service to the people of Pennsylvania. The emergence of a national program for library and information services, and the prospect of a White House Conference in 1977, preceded by state conferences, constitute a timely and welcome portent for the future.

Consideration of libraries as a national resource has two aspects. One is the conservation and strengthening of the resource itself. The other is access to the resources and encouragement of its use. To develop one and neglect the other would be a mistake, and I urge the Commission to continue in its very broad overview of the whole interrelated structure by which information is acquired, stored and accessed through libraries large and small.

I concur in the Commission's belief that categorical aid must be continued at least for the time being. We have already seen the disruptive consequences of abrupt cessation or diminution of categorical aid funds. In continuing this aid, however, I recommend (1) that a clear future in federal funding for several years ahead be assured so that planning can be done with confidence (2) that strengthening the State Library agency be a specific aid category but that state matching requirements be imposed at a high state to low federal ratio for this aid category (3) that Title III, Interlibrary Cooperation, be given full funding. This category of aid, in my opinion, will yield good results because it would enable larger libraries to afford sharing materials with smaller ones and would facilitate development of equitable exchange networks (4) that states be given wide latitude in applying federal funds to those priorities most related to the state's particular needs.

An area in which the National Commission can assist State Library agencies is in needs assessment. This should include actual assessment on a national basis, but should also include training and direction to state agencies in their own needs assessment for planning, goal setting and evaluation of total library programs within states and their interface with national networks.

Through the ages men have turned to books in time of social stress and instability for guidance, for solace, and for inspiration. The importance of the library, particularly the public library, cannot be stressed enough for its resources alone permit any individual to grow beyond the formal limits of school. Furthermore, it is relevant to every community enterprise and to every individual purpose. Therefore, it appears to be important to make political leaders aware that the library is a potentiality to every avenue of life.

Today various aid programs such as the Library Services and Construction Act, the Elementary and Secondary Education Act, and the Higher Education Act, have probably created the greatest single impetus to library development. For example, public libraries throughout the country have enjoyed Federal aid through the Library Services and Construction Act since 1956, which has continued despite the fact that the argument was for short duration to allow for demonstration projects which would then be funded at the local and state levels. There is no doubt that all libraries which have received Federal funds have expanded and grown to an extent impossible if only regular funding sources had been available. However, I should like to point out briefly the following shortcomings in Federal funding aid that should be corrected:

1. Matching requirements should be closely examined to eliminate inequalities and bring the requirements more closely in line with the individual state's resources.

2. Grants-in-aid divide responsibilities in a manner to foster friction and also make it possible for government at both Federal and state levels to dodge the responsibility altogether.
3. Grants-in-aid may distort state budgets by tempting states to appropriate more money to aid grant programs than would have been done otherwise.
4. The Federal and state governments should not be competitive but should cooperate and complement each other.
5. Interstate cooperation should be fostered which may tend to reduce the need for much Federal intervention.

In this opinion, the White House Conference on Library and Information Services should provide complete and comprehensive presentation as possible of the current situation and problems of the library and information services in the United States. With this as a basic goal, it will make it possible for the first time in history, to approach these services as parts of a national network, serving the needs of the Nation as a whole.

It appears that the Conference should not pursue too many, and too detailed, and perhaps also preconceived, individual goals and objectives. Obviously, the Conference will have to deal with at least four vast complexes: First, the problems of library and information centers by type; second, the problems of regional and national consolidation and accessibility of resources;

third, the problems of coping with the ever expanding sources of knowledge and information; and fourth, the utilization of new technology in handling problems arising in the three areas mentioned above. In addition, there may be individual problems such as the role of a National Library or a system of national libraries, etc., which may be discussed in such a conference.

The general situation and problems involving further developments ask for a truly broad presentation and a strategic approach, that can be developed only through state conferences, as well as through nationwide preparations by the National Commission on Libraries and Information Service.

In speaking of problems of continuing interest concerning large urban public libraries, I would like to emphasize two issues, both in need of Federal assistance for successful solution.

1. Most, or all, large urban public libraries are faced with the task of maintaining and developing central collections far above the scope and depth required even by the most affluent suburban public libraries. Such central resources are open to all comers and callers and even borrowing privileges involve typically only nominal charges or no charges at all. The central libraries have a departmental or divisional organization with highly specialized and large reference and circulating collections. The large urban public library is seldom, or never, adequately reimbursed for the important benefits which the availability of such a resource

provides to the metropolitan area as a whole. (In the particular case of the District of Columbia, the metropolitan area involves parts of two adjoining states, Virginia and Maryland, resulting in a relationship even more complex than usual.) It appears legitimate to ask a question about the possibility of systematic Federal support to central collections of the large urban public libraries, as the latter often have national, and in practically all cases, regional impact. If there is a need (as seems to be the case) for such support by the Federal government what should be the extent of this assistance and the organizational forms best suited to the needs of large central public library collections in the big cities?

2. The other issue of special interest is the problem of library and information services to the disadvantaged, the socio-economically and culturally deprived in the large urban centers. Under present fiscal conditions it is hard to see how such services (backed by adequate materials within a multi-media approach) can be provided without a substantial increase in Federal funding, over and above the present level of funds received under the Library Services and Construction Act.

George R. Harrod
Deputy Director of Personnel
Government of the District of Columbia
Washington, D.C.

GRAY PANTHERS

AGE AND YOUTH IN ACTION 3700 Chestnut Street Philadelphia, Pa. 19104 215/EV·2·6644

April 16,1975

Mr. Frederick Burkhardt
National Commission on Libraries and Information Science
1717 K Street, N.W. Suite 601
Washington, D.C. 20036

Dear Mr. Burkhardt:

We represent a movement, the Gray Panthers, that seeks to affirm the dignity and status of age and to pledge to build a new life style that demonstrates the right to self-determination and participation in determining the policy and program decisions in institutions that serve us. We wish to demonstrate below how public libraries and allied institutions can help us in achieving these vital goals.

1. We need coordinated information centers that provide community resources--people,organized groups, service organizations,common concerns and needs. This will enable us to develope programs, carry on cooperative programs with other groups, investigate existing services,develope guides for improving and monitoring them.

2. Although we challenge arbitrary and compulsory retirement on the basis of chronological age,we feel the provision of resources for second or third careers for the retired people would combat the prevailing "Detroit Syndrome" of discarding old people like junked cars. Libraries are already providing these services to a limited degree, but they should be greatly strengthened.

3. Libraries must provide educational and intellectual stimulous to the edu=cated active older people, so they can continue to use their skills and wisdom, as the pattern of their lives change drastically.

4. Libraries must provide the same educational stimulous to the under-educated, to the physically handicapped, to those living in institutions that provide long term care.

5. Libraries and librarians have contributed a great deal to the Gray Panthers, in its advocacy and adversary roles, as we undertake research and action projects--nursing homes, hearing aid industry, health care, transportation. Public libraries have always played an important and unique role in adult education. As the 65 and older population group increases at twice the rate of the national increase,many of us are no longer willing to accept the powerless state imposed upon us,to permit our resources to be grossly wasted and disregarded. We believe that theold people have the responsibility and the freedom to seek a better life not just for themselves but for all society.

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Sincerely yours,

Maggie Kuhn

Maggie Kuhn, National Convenor

Jean Hopper

Jean Hopper (formerly Head, Business Science & Ind.Dept. FLP

TESTIMONY
FOR
THE NATIONAL COMMISSION ON LIBRARIES
AND INFORMATION SCIENCE
REGIONAL HEARING
PHILADELPHIA
MAY 21, 1975
BY
PHYLLIS SHEPHERD LARSON, CHAIRMAN
CITIZENS FOR LIBRARIES
DELAWARE COUNTY, PENNSYLVANIA

TESTIMONY FOR THE NATIONAL COMMISSION ON
LIBRARIES AND INFORMATION SCIENCE

REGIONAL HEARING, PHILADELPHIA, MAY 21, 1975

The Commission has stated that its guiding ideal is "To eventually provide any individual in the United States with equal opportunity of access to that part of the total information resource which will satisfy his educational, working, cultural, and leisure-time needs and interests, regardless of the individual's location, social or physical condition, or level of intellectual achievement." It is my premise that the local public library is the institution that will be called upon to provide access to those resources necessary to serve the multiple and various needs of the average citizen. This testimony, therefore, is directed towards implementation of the Commission's program at the local level.

The public library is for many people their first introduction to the world of books and ideas outside the home. The impressions received and attitudes formed about libraries at that time often last a lifetime. For most citizens, the public library is their prime and often their only source of information and library service. Throughout the nation, however, the public libraries are operating at every conceivable level of service so that the quality of service available to an individual depends upon his locale. To ensure "equal opportunity of access" to any individual citizen, perhaps the NCLIS should have as one of its priorities the adoption of uniform qualitative and quantitative minimum standards for public library service.

To encourage local library development, to enable local libraries to meet the proposed standards and to provide quality library service on a continuing basis, I would recommend that federal funds be provided to local libraries in

two ways: (1) on the basis of a mutually reinforcing incentive plan in conjunction with local and state funding and, in addition (2) by means of financial grants (such as ISCA) for capital improvements, special projects and programs, or books and non-print materials. It is important that these federal funds be mandated for use for libraries since, in the case of revenue sharing funds for example, libraries often were unable to compete successfully at the local level for a share of the funds.

In order to implement the Commission's plan, it is essential that local communities provide their fair share of the total funding. It is both inadvisable and unrealistic to expect other levels of government to take full financial responsibility for library service. Presently, as Chairman of "Citizens for Libraries" in Delaware County, Pennsylvania, I am involved in an attempt to obtain county funding for a county library system to be composed of a majority of the existing local libraries. This effort has demonstrated to me the enormous difficulties involved in obtaining the amount of 26¢ per capita or a total sum of $160,000 which is equivalent to less than 1/3 of 1 mill in Delaware County. The major difficulty I have encountered is lack of political support due to (1) public apathy towards libraries and (2) inequality of funding and the corresponding inequality of library services provided by the local townships and municipalities within the county. Perhaps the situation in Delaware County is an example of a more widespread dilemma.

Public apathy and inadequate funding for libraries are so related it is difficult to separate them. Unfortunately, we must recognize the fact that some citizens never use libraries. While it may not be too difficult to

promote better library service to a library user, it is extremely difficult to do so with a non-user. There are other individuals served by such inadequate libraries that they see very little direct value received from the tax dollars spent for library service in their community. That portion of the public that has never experienced quality library service does not expect it and will not demand it.

Local governments, after meeting the basic needs of a community, allocate any remaining funds in response to the needs and demands of the majority of citizens and/or in response to the political exigencies of the situation. It bears mentioning that a similar relationship between public apathy and funding exists in some cases at the state governmental level also and that an inadequate commitment by the state offers no incentive to local governments.

If increased tax monies are to be allocated at every governmental level to implement the NCLIS program, then citizen support must be obtained for financing the program and, concurrently, the citizenry must be encouraged and educated to utilize to the fullest extent possible the resources made available to them. The strongest advocate for improved libraries is the individual who has experienced excellent service or who at least has been educated to appreciate its potential. It is my belief that the implementation of the NCLIS program is dependent upon citizen support. I strongly recommend that a national education program be developed utilizing all the capabilities of the mass media to inform the public that information is a valuable national resource and that this resource is made available to the public through libraries functioning as the depositories for information and the distributors of information.

The NCLIS has, as one of its objectives, to develop a nationwide network of libraries and information centers. Scholars, researchers and librarians immediately recognize the potential value of such a network and realize that the federal government must play a strong role in the creation and implementation of such a network. Any system, however, is only as strong as its weakest component. The average citizen probably will make only limited use of the national network since his first or only access point for information is his local public library. It is vitally important, both to the national network as well as to the private citizen, that the local public library be strengthened to reach its maximum potential.

In conclusion, I should like to express these thoughts about the proposed White House Conference and the preceding state conferences. In my opinion, the first priority of these conferences should be to propose increased state and federal funding for libraries, with recommendations for ways in which federal funds could be used to implement and expedite library development within the state and to facilitate participation by the states in a national network. I believe that the adoption of minimum standards for library service should also be given careful consideration. Finally, it should be recognized by all concerned that implementation of the Commission's National Program for Library and Information Services is dependent upon citizen support for state and federal legislation authorizing the necessary appropriations.

Thank you for the opportunity to submit the above testimony.

Phyllis Shepherd Larson, Chairman
Citizens for Libraries
Delaware County, Pennsylvania

4/14/75

WRITTEN TESTIMONY BY DAVID R. BENDER,
ASSISTANT DIRECTOR, DIVISION OF LIBRARY DEVELOPMENT AND SERVICES,
MARYLAND STATE DEPARTMENT OF EDUCATION
PREPARED FOR
THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE —
MID-ATLANTIC STATES REGIONAL HEARING
APRIL 1975

National Commission on Libraries and Information Science Members:

My name is David Bender. I am responsible for the development of school media programs in the State of Maryland where 1,020,146 students are enrolled. Included in this responsibility is the design, coordination, and implementation of Federal legislation which relates to the establishment, growth, and maintenance of library/media programs for all students and teachers.

I will limit the remarks in my written testimony only to those relevant to school media programs. Media programs must reflect applications of educational technology, communication theory, and library and information science contributed at every level, offering essential process, functions, and resources to accomplish the goals and objectives of the school in which it is located.

Programs of media services must be designed to assist learners to grow in their ability to find, generate, evaluate, and apply information that helps them to function effectively as individuals and to participate fully in society. Through the exposure and use of a vast amount of resources in varying formats and degrees of difficulty, a student acquires and strengthens skills in reading, viewing, listening, and communicating. A fully integrated media program represents a combination of resources that includes people, materials, machines, facilities, and environments conducive to learning activities, as well as purpose and processes.

For many years the Maryland State Department of Education has been committed to the principles of the media program as outlined

above and believes and works toward its essential involvement in the school's instructional program. The public's attitude toward the concept that students learn in various ways with exposure to vast amounts of resources is being accepted. However, there is much which needs to be done so that media programs can become truely effective in serving all the students of this nation.

In 1971, the Maryland State Department of Education published the Criteria for Modern School Media Programs which provides "guidelines for schools which are incorporating new educational approaches in their curricular programs." The Criteria recommends unified media programs at the State, the school system, and the individual building levels.

According to the Criteria, Maryland schools need some 7,000,000 additional items, or about eight items per pupil, at a total cost of approximately $35,000,000. In the 1973-74 school year 97 percent of Maryland's schools have media centers. It is becoming increasingly important to employ support staff so that the professional staff can give their full attention to working with students and with the teaching staff in curriculum planning. Although staffing ratios vary slightly, depending on enrollment, a ratio is generally two support staff positions to one professional. However, when one looks at staffing patterns the schools fall short of the recommended number. Facilities are also inadequate in size to house the functions and resources required by other media programs.

It, therefore, can be concluded that Maryland has made considerable strides in establishing, developing, and implementing media programs which are an integral part of the school's instructional program. Continuous program development, evaluation, and redesign

need to take place with assistance from the local, regional, State, and national levels.

With this overview in mind, I would like to turn my attention to the workings of the Commission and how I see the Commission's activities involving school media programs.

Having read the information and materials being issued by the Commission, talked at meetings with Charles H. Stevens, Roderick G. Swartz, and Julia Li Wu, and written to several of these individuals, I still feel that a major concern of mine has never been addressed by any of the substantial workings of the Commission. In a March 6, 1973 letter addressed to me from Charles H. Stevens, then Executive Director, he stated, "I am sorry that you feel confused about the attitude of the Commission toward the area of school libraries and media programs. I believe it is possible to say two things without equivocation. One is that the Commission has not done any specific work that leads to improved services in this area. Second, the Commission is wholly supportive of school libraries and media programs and looks forward to the opportunity to outlining its own course of investigation and recommendations." Mr. Stevens closed this letter by further stating that, "I can assure you that the segment of information sources that you express an interest in should not and will not be overlooked in any of the investigations or undertakings of the Commission."

In reading "A National Program for Library and Information Services" - 2nd Draft (Rev.) - I find and agree that it is not "all-encompassing, nor authoritarian, nor prescriptive, nor regulatory;" however, neither do I agree that it supports nor coordinates all types of libraries and information science. The nation must become

committed to and support a nationwide information system; however, each component must have equal importance and roles to play. In any system's design activities, the interdependence of each subpart must work toward the fulfillment of the whole. At this point, there are too many fragmented, noncooperative, and unworkable elements to form a national program as outlined in this document.

The five major assumptions are most noteworthy. But are they being considered in a time frame; are they measurable assumptions; can they be implemented and achieved by all geographic areas; what is a realistic price tag?

As stated on page 5, "this paper is intended to provide the general basis for new Federal legislation." Since the document does not address all library and information activities currently being covered by Federal legislation (for example, page 55 - NDEA-III is omitted), I have great concern.

I fully agree that the Commission's philosophy must be user-oriented. It is the user who must benefit from any information system. If this does not occur, then we have failed before we have achieved our mission. Once again, I feel compelled to stress the concept that "user" must be defined according to the new adage from conception to death.

Section VI — "The Recommended National Program" — is not really directed toward the implementation of a national program of library and information services. Special, academic, and public libraries appear to be the three major contributing and linkage elements while school media programs remain an appendage. I never have been able to see if and how the Commission sees schools tieing into the network.

I urge your consideration of greater inclusion of school media related activities of the Commission. I wish to express my appreciation to the Commission for this opportunity to express my concerns and convictions of the need to continue local, regional, State, and Federal support for media resources which are an integral part of our schools' instructional programs.

BRIEF ON THE REPORT

National Commission on Libraries and Information Centers

Patrick R. Penland*

This brief statement has been prepared to call the Commission's attention to a major area of professional concern in order that librarians may eventually develop a socially relevant rationale for service as recommended by the President's Commission on Libraries (1968). This statement can be expanded should the Commission request a fuller treatment. In addition, an opportunity to appear before the Commission and make a presentation in person would be appreciated.

While the Commission's Revised Report (1974) is commendable, there is little in it to give one confidence that the Commission, representing the library profession, has given sufficient attention to a major recommendation of the President's Commission on Libraries (1968). The 1968 Commission concluded that library service can no longer rely on the potency of traditional objectives, but must develop a new rationale articulated out of the reallife concerns and interests of people who are actually involved, day by day, in the quality of life in contemporary communities.

It is difficult to find comprehensive studies into aspects of the information processing behavior of the average citizen, much less appraise the impact of such behavioral patterns on the librarian's helping relationship. User studies are rarely conducted into the

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*This statement was prepared April 15, 1975, by Patrick R. Penland, Professor, Graduate School of Library and Information Sciences, University of Pittsburgh.

concerns and interests of the average citizen, or into the behavior of information processing in such client systems. Because of these lacunae in professional knowledge, it is difficult to codify principles to guide the network and systems development for the communications disadvantaged and the information underprivileged.

The information science profession as distinct from librarianship has approached this matter in terms of the communications elite. Numerous user studies have been conducted and synthesized by annual and other reviews of the literature. The Commission's Report (1974) is evident that such findings can be generalized into a systems approach for the development of a national network of information centers. Unfortunately, such a network will primarily support the retrieval efforts of the communications elite whether in politics, education, or the military-industrial complex, unless librarians become more sophisticated in a behavioral approach to information processing.

This concern over the lack of a behavioral approach to human information processing among a wide range of citizens has implications for the continuing and preservice education of librarians. It may be difficult to secure the librarian's cooperation in building networks, but there is even less assurance that the quality of the librarian's helping relationship will ever be strengthened. The Commission's Report does recognize the importance of pushing "the profession into a position of real social utility" through continuing education. However, no recommendations are made nor steps for implementation identified such that the traditional image will be replaced by

librarians skilled in using information to help citizens plan social and behavioral change. The Commission's rousing call to action is more likely to secure the necessary resource networks that it is to "re-tool" professionals who can deal effectively with the information processing problems which exist in the minds of real people who (to their human disadvantage) are unthinkingly labelled handicapped, minorities, etc.

The Commission states that its continuing concerns include the needs of many groups now inadequately served because of language, geographic, age and educational barriers. But these needs appear to be formulated in terms of such a priori approaches as: (1) library standards and the expressed demands of population segments -- the type of rationale questioned by the President's Commission on Libraries (1968); or, (2) meeting the needs of the communications elite as developed in the general report of the Public Library Inquiry (1949-50) and now largely discredited by the library profession.

The library profession (as distinct from the information science profession serving the communications elite) knows very little about how information is processed by the wide range of citizens who live in communities. Service is supposedly being provided segments of the population (under the rubic of library "service to groups"). But this is the mass distribution of a product introduced without benefit of market analysis or even audience research. Little if anything is known about how information goes down with people of variant backgrounds who make up the community.

The Commission should make or recommend that a major effort be mounted to initiate studies of how typical cross-sections of the

population process information. Sampling techniques at least for opinion polls are sophisticated enough to permit generalizations to large populations about the nature, range and depth of information processing. Eventually, a more effective rationale can be developed for the coordination of public and private information services. Actually the information disadvantaged and communications underprivileged constitute a majority of the population who cannot compete for information access with the communications elite and the captains of socio-political and economic power. With each passing year, the majority of the American people have less access assistance to which their rising educational level and their increased concern for the quality of life should entitle them.

The points being made here should not be taken as a "luddite" reaction to the importance of the new technologies in improving information access. Certainly no one today can hope to help people work for planned social change without the latest technology. But when one examines current and projected developments, it appears that the overemphasis of the information scientist on the communications elite can only be offset by the librarian's concern for the majority of the human community. This laudable concern has however been handicapped by the librarian's traditional antipathy to a behavioral understanding of how information is processed in the human organism.

A new interest in behavioral research may be emerging among younger leaders in the profession and especially at such library schools as the University of Pittsburgh. The Commission could help to articulate

this emerging development and identify its importance for the library community perhaps in relation to independent study projects and open learning environments. In addition, it may be possible to obtain funding to undertake the kinds of studies of human information processing among a wide range of citizens needed before policies can be developed out of the findings and conclusions of the Commission.

Without such behavioral research, this witness is pessimistic whether the National Program for library and Information Services will make much more of an impression upon the library community and its associated publics than comparable efforts in the past have done. With it, the findings of the Commission are more likely to enliven professional discussion for years to come and arouse the intellectual excitement and creativity of a professional movement that is more directly tied to emerging social concerns and interests.

THE JOHNS HOPKINS UNIVERSITY

Dr. Frederick Burkhardt
Chairman
National Commission on Libraries and Information Science
Suite 601
1717 K Street NW
Washington, DC 20036

Please address reply to
INFORMATION CENTER FOR HEARING, SPEECH & DISORDERS OF HUMAN COMMUNICATION
B-2 Wood Basic Science Building
The Johns Hopkins Medical Institutions
Baltimore, Maryland 21205
TELEPHONE: (301) 955-3390

April 15, 1975

Dear Dr. Burkhardt:

I am grateful for this opportunity to impart some of my views to the National Commission on Libraries and Information Science. I hope my comments will be of some use to the Commission in the preparation and implementation of its national plan.

These comments are offered as a result of my experience in three different roles: as a member of the faculty of a school of medicine and a school of hygiene and public health;[1] as the program director of a biomedical information analysis center;[2] and as the editor-in-chief of a new information science magazine.[3]

In this letter I would like to discuss six topics about which I have become increasingly concerned. The first four pertain especially to the biomedical community. The topics are:

1) user education

2) quality of information

3) information analysis centers

4) interface of journals and data bases

5) interdisciplinary communication concerning information needs and programs

6) a design for blending the disparate but related parts of the total information community.

1) User education

My experience both at The Johns Hopkins University and at other universities where I have given seminars on biomedical information and communication lead me to conclude that all the publicity and education to date on information handling has not been enough (see attachment A: reprint from the Journal of Medical Education). Education should be offered to each incoming class of

*[1] Instructor in Laryngology and Otology, The Johns Hopkins University School of Medicine; Instructor, Communicative Sciences, The Johns Hopkins University School of Hygiene and Public Health.
[2] Information Center for Hearing, Speech, and Disorders of Human Communication, The Johns Hopkins Medical Institutions, Baltimore Md.
[3] Bulletin of the American Society for Information Science.

students, to each group of incoming faculty. While the intelligence of these groups is high, their knowledge and use of existing information systems and services are generally low. The best and most advanced library and information systems will remain only technological achievements if students, faculty, researchers, clinicians, and administrators do not know these systems exist, do not know how to use them, and do not know how to handle the material obtained from them. I am aware that the Commission has recognized this problem and has undertaken a considerable amount of work in this area, particularly at the Denver workshops.

User education has not kept pace with the burgeoning amount of information, nor with the developments to transmit such information over networks, nor with the efficient use of that information. As we develop and employ networks, it is even more essential that users should receive education and training concerning the existence and use of such networks. At an early point in their careers, future users should become aware of the benefits of using information, how to develop good information gathering habits, and how to be intelligent consumers. Without knowledgeable users the dreams for the utilization of networks and other electronic systems will not come to pass.

Like all other costs, those of providing good user service are mounting. Because of such increasing costs, programs planned and developed and put into operation need to be better organized and thought through than ever before.

I see very little happening in this area of user education, especially in the biomedical area. Therefore, I suggest the following for action.

Recommendation: that a percentage of all Federal money awarded to universities be required to be spent in each of those universities to teach varrous courses on Information and Communication. Such courses should be offered by members of the faculty of major departments in conjunction with library and information science personnel. The courses should stress the finding of information, its analysis, the preparation of critical reviews, the participation of scientists and clinicians in the design of national information systems (ex: in the preparation of terminology, the design of networks, the improvement of publications). (See attachment B: reprint from the Bulletin of ASIS and Biological Abstracts.)

2) The Quality of Information

Members of the Commission have no doubt recognized, as I have, that users -- especially those who are well educated -- will be turned off if the quality of material they receive through the elegant new systems is low. Those who use the information systems of today and tomorrow must be confident that the cost of the technology can be rationalized by the quality of the product received. Poor quality information, highly-redundant information, non-specific information -- this will just serve to discourage the use of the new technology. The quality of the information carried in the networks will, in the long run, largely determine the success of the networks. Who will use a system that costs time and money yet supplies low value merchandise? A suggestion for action is tied in with item 3 which follows.

3) Information Analysis Centers

In general, information centers have not realized their full potential. In spite of the existence of such centers over a period of years there is still a lack of understanding of what they can achieve and what they can catalyze. Yet one major hope for improvement of the quality of information and the ability of new systems to deliver more responsive answers lies in the mechanism of the information center. The effectiveness of such centers calls for the marriage of the subject specialist and the information specialist.

The information analysis center can be a unique body; among other things it acts as a screening device to help filter information so that users will not have to wade through rushing streams of paper copy or video print to get to the information they need or want. There is not time enough or money to pay for such sport. We cannot afford to have each scientist, clinician, or educator go wading. Nor, with the amount of money that is spent to produce the information initially can we afford to have him ignore its existence if the information is relevant.

Information analysis centers can and do cover unique subject areas, are sensitive to the needs in those areas, and can produce the kind of information which that segment of society needs. They can save man-years of work for the scientific community and at the same time make it relatively easy for that community to be informed.

I hope that the plan of the Commission will emphasize interest in these unique organizations and ask such questions as "Is it wiser to support general library activity which might increase the service to a community by a small percent or to support by a greater percent an information center or document center which might increase the efficiency and productivity of a smaller number of people of greater productivity potential?" Should the government actively support the synthesis and evaluation of data (see attachment C: Editorial by Dr. Lewis Branscomb in Science, Feb.21, 1975) or should it, rather, support the libraries that house the collections or the technology that carries the message?" My hope is that the Commission will emphasize that the content of the message needs more support than the media at this point in information handling. At present, today's technology is speeding yesterday's messages.

Recommendation: The encouragement of the establishment and support of information analysis centers as part of any national plan. There is a limited amount of funds for improvements. The money should be invested where the country can obtain the most value in return for the cost. I hope the NCLIS program will be predicated on that type of program.

4) Journals and Data Bases

In my experience in a biomedical information analysis center with an 8-year-old computerized data base, I have observed several areas that need improvement. One area in particular concerns the way in which the scientific journal presents - or omits - information. The editors of many journals are professionals in their subject fields and, particularly in many prestigious and important journals, they serve in a volunteer capacity. These editors are often unaware of publication and information practices and how these practices interface with information services.

Many editors are unaware of the existence and purpose and procedures of large data bases, information analysis centers, and information networks. Many editors are unaware of the importance of informative titles, informative abstracts, keywords, and key sentences containing the main claim of the article. Recognizing this lack of understanding, the Information Center at Johns Hopkins some years ago initiated a newsletter for journal editors, Inform/ed (see attachment D). The purpose was to inform the editors of journals in the subject area of the information center that modern data bases and secondary services exist and have certain needs, and that the journals are a part - an early and a vital part - of a large communication process of which the data bases are also a part. Because we were told to stop publishing the newsletter after three issues, we did not achieve our goal. In this regard, there is still a need to make editors aware of the role of the journal. Coordination of the information supplied by publishers and used by information services could make the work of information services and networks more efficient.

Recommendations: that journal editors and publishers be made aware of the needs of information services, not just for standardization of citations or references, but for all data that is used in the packaging, storage, and retrieval of information. The Federal Government should establish criteria for publication of Government-sponsored work, requiring that all publishers of journals carrying such papers should include such elements as informative titles, informative abstracts, and key sentences containing the main claim of the article.

5) Interdisciplinary Communication Concerning Information Needs and Programs

As an editor, I have been exploring a wide range of topics to be used as themes for issues of the Bulletin of ASIS. In talking with experts in such areas as population, urban systems, telecommunications, I have heard repeatedly that information needs exist in each field but that these needs vary according to the field; data bases won't help everyone nor will technology. What many groups need are data, facts, and sources of information -- and the knowledge of how to interpret them. I have found leaders in these various fields to be enthusiastic and eager to explore how information can be organized, transmitted, and used to solve problems in today's world. Many of these people have commented that they were unaware that others had the same concerns. What seems to be needed are broad interdisciplinary diffusion mechanisms to alert people in a wide variety of disciplines to the existence of social and scientific information-handling programs outside their own fields and specifically, to the role of information and communication in all areas of society.

Recommendation: that local, state, and national programs be planned to inform people of concerns and activities in information and communication These can be carried out through the mechanisms of conferences, publications, and especially through the use of the mass media.

6) A Design for Blending the Disparate but Related Parts of the Total Information Community

I believe that we need a clearer understanding of the anatomy and physiology of the total field of information and communication as it is growing and developing. We should determine where there are unmet needs and where there

is surfeit. We should learn such details as whether there has been an increase in information science graduates, and of what dimension, and where they are employed. We should know about the growth of information companies, large and small, and the types of services they offer to which the community subscribes. We should ask what effect technology will have on society at large, on science, on economics, on world relationships.

The Commission's mandate is to plan library and information services adequate to meet the needs of people in the United States. My concerns are with the latter -- the information services -- and I see these as broad and far-reaching. There are still many unknowns. I feel there are many questions to ask and many facets to consider before decisions can be made. I also think that any national plan should be reviewed and probably revised about every five years. When we have some experience with the application of such developments -- their use, cost, effects on society -- then and only then can we know how to proceed within the next time frame.

I think information and its communication is one of the most important and challenging areas for the United States in the next few decades, and I urge the Commission members to see their task as broad and with far-reaching implications. I urge that the goals and objectives for the White House Conference be concerned with these far-reaching implications.

Recommendations: that the White House Conference consider all facets of the information community, and that information be regarded as a topic of which libraries and information centers constitute are only two parts. Information and its use are fundamentals of a democracy. Access to and use of information are synonymous with the strength of America.

Thank you for inviting my comments. I am deeply interested in the work of the Commission, and I am grateful to the members for their thoughtful and deliberate considerations. I am willing to assist in any way that I can to help plan, expedite, and encourage the communication of quality information, which, in the final analysis, should improve the quality of all our lives.

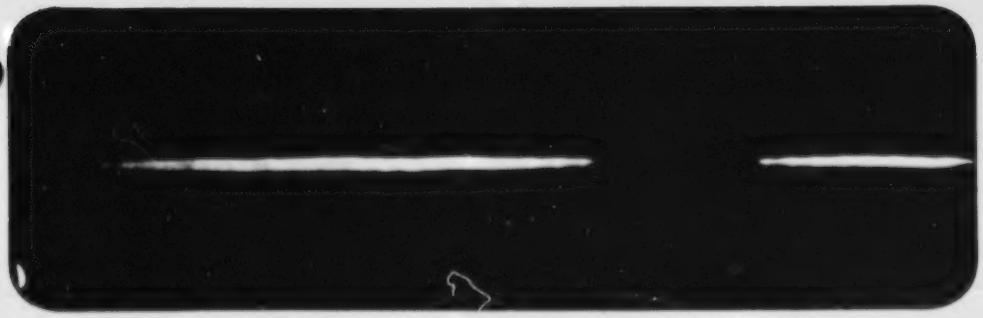
Sincerely,

Lois F. Lunin

Mrs. Lois F. Lunin
Program Director

enclosures (4)

Attachment A



Teaching Information and Communication In a Medical Center

Lois F. Lunin, M.S., and Francis J. Catlin, M.D., Sc.D.

The physician's need for information and his responsibility for communicating information are not new. What is new are the many systems, services, and devices that collect, store, and transmit the information used in research, education, and patient care. Yet the physician's knowledge of information analysis centers, personalized current awareness systems, individualized computer search services, and the equipment useful for personal retrieval system has not kept pace with the growth, development, and availability of these devices (1). Therefore, it seemed useful to bring information about some of these principles, tools, and methods to the medical student at the beginning of his career. This kind of action has been recommended in reports such as the one by the Committee on Scientific and Technical Communication of the National Academy of Sciences (2). A pilot course consisting of 10 lectures and 10 tutorial sessions was offered in the spring of 1970 at The Johns Hopkins University School of Medicine. Although intended for the first-year student, the lectures were open to all interested members of the biomedical and health related professions.

The course described here was supported in part by funds from The Johns Hopkins University School of Medicine, Maryland Regional Medical Program, and the John F. Kennedy Institute.

Mrs. Lunin is instructor, Division of Laryngology and Otology, The Johns Hopkins University School of Medicine, and program director, Information Center for Hearing, Speech, and Disorders of Human Communication.

Dr. Catlin is associate professor, Division of Laryngology and Otology, and scientific director of the Information Center.

Objectives

The series was planned to cover the entire range of information and communication. The objective of the course was to acquaint the participants with the variety of sources available, how to use them, how to look at the literature critically, the crucial nature of a questionnaire form in eliciting and compiling information, how to organize and present ma-

terial in papers for publication, and how to set up and maintain personal retrieval files.

Plan

Members of the faculty, including physicians from several departments and an information scientist, planned the organization and content and participated in the course. Guest speakers who were authorities in their fields were invited to present most of the lectures. Sections of the syllabus, including reprints of the papers assigned, were given during tutorial sessions to students electing the course for credit.

The list of the sessions offered included (*a*) Introduction to Information Handling; (*b*) Search Strategy for Specific Problems; (*c*) Search Strategy for Current Information; (*d*) Credibility of the Information; (*e*) Questionnaire Design: Its Influence on Eliciting and Compiling Information; (*f*) Scientific Writing; (*g*) Personal Index Files: The Intellectual Organization of the Material (Software); (*h*) Personal Index Files: Equipment and Procedures (Hardware); (*i*) Systems Design; and (*j*) New Biomedical Information Services and Systems.

Participation and Feedback

The course was given from 5 to 6 P.M. once a week over a 10-week period, and the attendance varied from 20 to 227. Medical students (all years) accounted for approximately 34 percent, graduate students (pre- and post-doctoral) about 25 percent, and faculty about 20 percent of the participants. The other 21 percent included house staff, nurses, administrators, and physicians from other hospitals.

Questionnaires were distributed at the beginning and end of the series and one year later. The first was designed to learn about the respondents' information needs and the second to obtain an evaluation of the series. The third, distributed one year after the completion of the series, was designed to determine whether the course had any impact on the participants.

The first questionnaire confirmed the belief that the need for such a program exists. The second indicated that all the topics, except for the introductory session, were considered useful by the participants. The third showed that the series made an impact on students and faculty; behavior patterns, as reported by the respondents, were altered. The replies to the third questionnaire indicated that the course improved the participants' knowledge of available sources, techniques of search strategy, and the planning and organization of personal retrieval systems. While writing technique appeared to have a low priority as determined by questionnaire one, the lecture on writing was very popular as determined by questionnaire two. The students who elected the course for credit and participated in tutorial sessions stated that these sessions were the most useful part of the course.

Discussion and Conclusions

A large number of respondents expressed their need for a better orientation to information sources and retrieval systems. Several of the graduate students and faculty members expressed regret that such a course was not available early in their medical education. Although millions of dollars are spent to develop and operate large national information systems, the intended user population often does not know about the availability of such services.

Because systems change and new services come into existence, a course on information should emphasize principles for a problem-solving approach as well as details on the use of current systems. The mixture of the theoretical and the practical provides the student with the approach he needs to use today's systems and to help plan tomorrow's.

Because many of the participants seemed to feel the need for discussion sessions, the size of future classes will be limited to allow for more individual attention.

The experience in this institution has shown that this medical community is eager to learn about information sources, how to use them, and how to set up personal retrieval systems. Inquiries from other institutions indicate such needs and interests exist elsewhere.

Other Methods of Presentation

Although the series described here was offered through one division of the medical school, the course could be given by any group, assuming

that clinicians and investigators help plan the program and faculty is available for instruction. Three other methods are suggested. First, the material could be integrated with other course structures. This method relies heavily on a department's interest and ability to incorporate material about information sources, uses, evaluation, and writing in the presentation of its own material. Second, the information could be presented with audiovisual or multimedia devices for use in a library or independent learning center. Such a presentation should be supplemented by an on-site faculty. Third, such a program might be the responsibility of a department of medical information science. The concern of such a department should not only be with education but also with all aspects of information and communication: principles, techniques, application, research.

Regardless of the mechanism through which such a program is offered, a course on information and communication appears useful. As Stead et al. (3) counseled: "Since the physician's role is to marshal the capabilities of new knowledge for his patients, faculties have a responsibility to teach their students to cope successfully with this information overload."

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Attachment B

EDUCATING THE USERS--WHOSE RESPONSIBILITY?

The following editorial appeared in a new publication, THE BULLETIN OF THE AMERICAN SOCIETY FOR INFORMATION SCIENCE, Vol. 1, No. 1 and is reproduced here by permission of the Society. Users of BIOSIS' services should be aware that it has a long-standing dedication to user education, and supports programs at the secondary, undergraduate and graduate levels for this purpose. Additionally, exhibits, seminars and workshops are conducted in both the library and scientific environments as elements of continuing education. The scope of the needs in this area is well depicted in the editorial.(1)

One thing we seem to have learned over the past two decades is that there is a continual--and imperative--need to educate the user. Yet user education--or, the education of users of scientific and technical information, as phrased by a 1973 conference group at Bath University in England--has hardly begun. Yes, there have been attempts at user education in various colleges and universities, and at meetings of professional societies in this country and abroad. But take a look at university catalogs and count how many required or elective courses on Information and Communication appear for the chemistry student, the medical student, the dental student, the biology student, the psychology student. Very few. And how about the sociology, history and literature students?

With its support of research over the past three decades, the government has helped spawn the "information explosion." It has also, rightly, been concerned with the dissemination of the results of this research. Less concern has been demonstrated by the government, however, for teaching the budding or practicing researcher or clinician to prepare his own material for publication, to learn to use the available information resources, and to be aware of, and participate through his professional societies in, the design of new information systems.

In the interest of the efficient and economic use of information, the government should require a percentage of every support dollar awarded to universities to be directed to courses or workshops on Information and Communication. Such courses should be given at the beginning of undergraduate and graduate programs and should include such topics as how to find, use, evaluate, write, store, retrieve, and disseminate information.

In fiscal year 1973 the top 10 universities in the country, in terms of National Institutes of Health support for research, received $196 million. Approximately two-thirds of that amount went to the medical schools of these universities. The top medical school in terms of this funding received $17 million. If one-half of one percent of that amount ($85,000) had been required by the government to be applied to user education in that school, a substantial effort could have been made in that university toward ensuring better use of the information generated by such research. In the words of that conference group in England, "Government, with its heavy investment in research, has a responsibility to ensure the effective use of the information available and therefore the competence of users of information." This concern has been voiced by other, earlier groups in the United States such as the Committee on Scientific and Technical Communication of the National Academy of Sciences-National Academy of Engineering (SATCOM).

Information science also bears a responsibility toward the user in all his roles. It is for this user that we in information science exist and for him that we labor. If such funds were available for user education, we should design educational programs to prepare the instructor to bring information science to the user, we should educate the user in those aspects of information science he needs, and we should encourage him to participate in the design of information systems he will use.—L.L.

(1) Lunin, L. Bulletin of the American Society for Information Science 1(1): 2 (June-July 1974)

Attachment C

21 February 1975, Volume 187, Number 4177

SCIENCE

AMERICAN ASSOCIATION FOR THE ADVANCEMENT OF SCIENCE

Science serves its readers as a forum for the presentation and discussion of important issues related to the advancement of science, including the presentation of minority or conflicting points of view, rather than by publishing only material on which a consensus has been reached. Accordingly, all articles published in *Science*—including editorials, news and comment, and book reviews—are signed and reflect the individual views of the authors and not official points of view adopted by the AAAS or the institutions with which the authors are affiliated.

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Support for Reviews and Data Evaluation

Anyone who has been a second-year graduate student, exploring a field for a rewarding thesis problem, knows the value of an excellent review paper written by a scholar who has devoted up to a year of very hard work to evaluating the current state of knowledge. Look at the smudged and dog-eared sections of *Reviews of Modern Physics* (*RMP*) in your physics library; compare *Science Citation Index* for references to primary and review literature; ask any student.

Unhappily, federal science policy seems to make support for review scholarship the stepchild of research support. Big money has gone into science information systems that accelerate the circulation of primary literature. Big money, fortunately, still goes to original research—the fun part every scientist likes best. Support for review and evaluation languishes.

Where is the leadership that will back with grant support the tough-minded, demanding scholarship that makes review literature and evaluated data compilation possible?

Sixteen years have passed since the Weinberg report of the President's Science Advisory Committee launched the National Standard Reference Data System. It staggers along at a pitiful level of funding, under constant pressure to pay for the scholarship from retail sales. Over a decade has passed since the National Science Foundation first made an experimental grant to *RMP* for commissioned reviews. A decade of studies by the American Institute of Physics, panels of the Committee on Scientific and Technical Information, and articles about the "misinformation explosion" have shown the need for coherent programs to encourage better review literature.

The costs of distributing primary and secondary literature should be paid for out of subscriber and user fees. But no scientific journal is able to sponsor out of subscriber fees the scholarship that lies behind the manuscript. As a former editor of *RMP*, I have been greatly impressed by the willingness of top-notch scientists to devote some of their time to writing scholarly reviews in the interest of the progress of science and its useful application. Increasingly, they need support to do so.

National and major industrial laboratories can encourage their scientific staff members to take the time to contribute to evaluative and review research. Maurice Goldhaber, when director of Brookhaven, used to say to his nonteaching staff, "A good review is the moral equivalent of teaching." Nevertheless when professional advancement and peer recognition are so heavily oriented toward original discovery and research funding is largely restricted to original or applied research, it is hard to motivate a scientist to write scholarly reviews.

Because review and evaluation of scientific work often call for even higher levels of care and experience than does new research, peer evaluation of proposals for review preparation or data evaluation is especially appropriate. Funds for reviews must be protected by special budget allocation and should be supported by the same mechanisms that support new research, rather than primarily by information dissemination offices.

I have been told by government science officials that "our value system rewards quantity, not quality and utility, of publications. We need strong intellectual leadership to change this pattern." I hope *Science* readers will join me in calling for that leadership. It is particularly appropriate that public funds be invested in ways that can make scientists more productive and improve the quality standards of science.—LEWIS M. BRANSCOMB, *Vice President and Chief Scientist, IBM Corporation, Old Orchard Road, Armonk, New York 10504.*

Science 187(4177): 603 (Feb. 21) 1975

Attachment D

INFORM/ED

A Newsletter for Journal Editors

Information Center for Hearing, Speech, and Disorders of Human Communication
310 Harriet Lane Home
The Johns Hopkins Medical Institutions
Baltimore, Maryland 21205
Telephone: 301-955-3390

The Information Center is part of the Neurological Information Network of the National Institute of Neurological Diseases and Stroke and is supported by contract number PH-43-65-23.

ABOUT THIS NEWSLETTER...

The goal of this newsletter is to derive maximum usability of published information in hearing, language, speech, and communication disorders.

The title symbolizes its dual function: to INFORM EDitors of current thinking on problem areas and to present multiple views on the solution of these problems through INFORMation center - EDitor interaction.

HIGHLIGHTS OF THE EDITORS' CONFERENCE...

In the belief that cooperation between journal editors and information services could resolve many of the problems of information dissemination, this Center invited a few journal editors to discuss possible areas of interaction.

The agenda included short presentations of problem areas such as: title ambiguity; lack of abstracts or poor content of abstracts; lack of key words; inconsistency in terminology; inconsistency in bibliographic form.

Each editor present commented on his own operation as related to the above points and broadened the discussion to include: criteria for acceptance of papers; author cooperation; reviewer problems; writing style; standards for guidance of authors and editors.

The discussion added further areas in which journal editors can be of help to this Center as well as to other similar services: improving format of papers; defining abbreviations and coined terms; including generic names for drugs; providing topics for critical reviews related to their fields.

The editors suggested that the Center could be of help to them in the following activities: providing a forum for exchange of thoughts; reporting trends in terminology; advising editors of availability of standards and style guides; developing a basis for consensus to attain overall consistency; assisting in preparation of key words; compiling a directory of biomedical reviewers in specialized fields; sponsoring future conferences to consolidate mutual goals in the information field; assisting in preparation of review articles.

ABOUT THIS INFORMATION CENTER...

The Information Center for Hearing, Speech, and Disorders of Human Communication is comprised of 12 scientists and 10 information specialists, with supporting staff, whose purpose is the collection, analysis, and storage of pertinent references in a computer-based filing system and manipulation of this data bank to provide various levels of current awareness.

To obtain effective coverage of this cross-discipline field of human communication and its disorders, the Center scans, in addition to the journals in the basic medical sciences and technology, such diverse areas as psychology, environmental health, dentistry, chemistry, physics, engineering, computer science, education, biochemistry, veterinary science, and biology. The specialized vocabularies in each of these areas must then be translated to synonymous terms in the data bank so that search terms are held within reason. One product of this data bank is Human Communication and Its Disorders, a computer compilation of citations to recently published articles along with miniabstracts to provide a summary of the content of each article.

A new product to be issued shortly is Current Citations on Communication Disorders, a fast alerting service. The contents will be arranged by broad subjects and the citations grouped under each subject will include the names and addresses of the author(s), title of the article, and publication source.

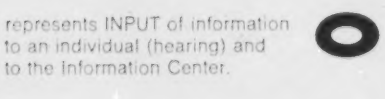
The Center is also engaged in literature research, analysis, and synthesis to provide state-of-the-art reports and critical reviews. It has produced one text, "Programmed Instruction on the Decibel in Clinical Audiology."

Computer searches of the Center's data bank provide bibliographies and selected references in answer to specific questions. Since the data bank is only three years old, retrospective manual searches are undertaken for special applications such as critical reviews or textbooks. The bibliographies so prepared are available on request from the Center.

Information has been collected on publications and organizations in the communicative sciences. A printed compilation of part of this material, Information Sources in Hearing, Speech, and Communication Disorders. Part 1. Publications is available through the National Technical Information Service (formerly Clearinghouse for Federal Scientific and Technical Information), Springfield, Virginia 22151. Part 2. Organizations is available through National Educational Consultants, 711 St. Paul Street, Baltimore, Md. 21202.

This symbol was designed to represent the activities of the Information Center as well as the subject areas it covers.

represents INPUT of information to an individual (hearing) and to the Information Center.



represents OUTPUT from the individual (speech) as well as from the Information Center.

The lack of separation between the two elements in the d symbolizes their interrelat ness with language in the communication process and the free exchange of information requisite to orderly communication.

A series of lectures on "Information and Communication" held during the spring of 1970 was offered by two members of this Center through The Johns Hopkins University School of Medicine to provide the scientific community at the University with suggestions on how to cope with the information explosion both from the user and from the originator viewpoints.

A workshop on the "Neuroanatomy of the Auditory System" was held May 1-2, 1970, under sponsorship of the Center. The resulting manuscript will be published in the Archives of Otolaryngology. A workshop on the "Physiology of the Auditory System" will be held June 24 - 26, also under sponsorship of the Center, and the proceedings will be published.

This newsletter represents the latest in the attempts of this Center to improve the communication and dissemination of scientific information in our subject area. We hope it will prove to be as well accepted and useful as our other products.

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In the next issue

THE ABSTRACT - ITS PREPARATION AND USE

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The NATIONAL PROGRAM FOR LIBRARY AND INFORMATION SOURCES 2ND DRAFT (REV.) September 15, 1974 is a bold, honest and stunning proposal for a federal solution of a major problem. Careful reading of the 2ND DRAFT and the Westat, Inc. FINAL REPORT ON RESOURCES AND BIBLIOGRAPHIC SUPPORT FOR A NATIONWIDE LIBRARY PROGRAM, August 1974, prompts the following comments on one small segment - the establishment for Regional Bibliographic Centers.

Several bibliographical centers and/or union catalogs have existed in this country since their development by WPA, the first federal program for libraries. All have been supported since 1942 with combinations of private, local and state funds and, only recently and rather frugally, with some LSCA funds.

The Union Library Catalogue of Pennsylvania in Philadelphia, originally a union catalog of 165 academic, public, special and industrial libraries in the metropolitan area, expanded through the years to include several larger libraries throughout the Commonwealth of Pennsylvania. Since 1960 the Pennsylvania Statewide Library Development Program has been greatly strengthened through direct access to the Catalogue by means of a large teletype network.

This Catalogue's manually operated file based on the original three and one half million entries has added more than six million additional accessions. This Catalogue's response to a total of 438,000 requests from local, national and international sources concerning 1,227,340 individual titles in the past 38 years indicates that this regional catalog must be doing something important.

This Union Catalogue is the first of its kind to use modern technology to reduce its growth and to provide alternatives for its direct location services with two major programs:

(1) To control its manual operations this Catalogue has urged its member libraries to participate in the Ohio College Library Center's automated cataloging system and on-line location facility. The present addition of an increasing number of Pennsylvania libraries to the OCLC system under LSCA funds will provide on-line and on-site access to current statewide library resources. This

Catalogue believes that the automated system will reduce substantially the total intake for manual filing as well as the demand for location services for current materials. Accessions for non-automated cataloged items are still being received for manual filing.

(2) In order to solve the location demand for retrospective materials in its file the Catalogue has received LSCA funds to microfilm its basic card file. In 1975 six sets of the ULC ON MICROFILM will be distributed to six strategically located libraries for on-site location services.

Thus through the expansion of the OCLC system in Pennsylvania and the availability of the ULC ON MICROFILM the Catalogue's location services will be decentralized. Continuing study of the future of this Catalogue's services are underway.

Admittedly the NCLIS National Program will need to have several regional or satellite OCLC-like systems. This aspect of the Regional Bibliographic Center is well covered in the Westat Report and no further comments are presented here.

However, one aspect of the Regional Bibliographic Center neglected in the Westat Report must be emphasized, i.e. the development of the top quality bibliographical skills needed by the supporting staff. Such skills are not being acquired in library schools. There will be a great need for persons, not necessarily librarians, with broad backgrounds in the humanities and sciences as well as strengths in foreign languages. These qualifications coupled with good training in the use of the many sophisticated bibliographical tools and services are desparately needed today, and will be needed even more in the future at strategic points along the proposed network.

And finally, perhaps the only means of accomplishing total access to the library and information resources of the nation is immediate action on the NCLIS Program. Serious doubts are raised concerning the implementation of the program in view of the past inability of the states to support even average libraries for their

citizens, the inability of cities to guarantee their citizens top quality library services and the inability of academic and special libraries to cooperate fully in resource sharing and acquisition. The scepticism of today's citizen toward a massive bureaucracy such as the NCLIS Program will have to be overcome. Perhaps the NCLIS approach is the only way to get attention and prevent legislative bodies from placing libraries and information sciences at the bottom ot the appropriations list.

Eleanor Este Campion, Director
Union Library Catalogue of Pennsylvania

QUEENS COLLEGE
of THE CITY UNIVERSITY OF NEW YORK
FLUSHING • NEW YORK 11367

OFFICE OF THE CHIEF LIBRARIAN TELEPHONE: 212-520-7246-7

March 31, 1975

Dr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and Information Science
1717 K Street, N.W.
Washington, D.C. 20036

Dear Dr. Burkhardt:

In response to your invitation of March 19, 1975 to submit written testimoney, I am herewith submitting a few suggestions, which may prove helpful to the work of the National Commission in preparation for the White House Conference on Library and Information Services.

(1) Cooperative Storage. First, I would like to take the liberty of sending you a copy of a chapter I wrote for a book entitled Resource Sharing in Libraries (edited by Allan Kent and published by Marcel Dekker, 1974). This chapter proposes a cooperative storage and retention center for little-used library materials as a means of bringing about substantial economies in large academic and public libraries.

(2) Safeguarding OCLC. With reference to the Ohio College Library Center, which is performing a very valuable service to libraries and one on which many libraries now depend, I suggest that some means be found to ensure the financial and physical stability of the Center of this network. Federal subsidy should be provided on a long-term basis; and protection and safeguards should be provided, so that any danger of physical destruction of the Center would be minimized, and that its service could be resumed quickly in case of a disaster.

(3) Retrospective Data Base. A project should be undertaken to provide in at least one central location (possibly at the Ohio College Library Center or at the Library of Congress) a more complete retrospective data-base than is currently available. Ideally, the entire past monographic acquisitions of the major Federal and other research libraries should be input into a machine-readable on-line data base at a center of a national network. A start might be made with the publications of the last 50 years. Such a proposal may seem outrageously expensive and extravagant, but it is miniscule in comparison to other projects undertaken by the Federal government.

(4) Improved Transportation. The Federal government should provide subsidies for transportation systems between libraries. Library resources are inadequately

exploited, even though they may be available close by, as long as the simple matter of physical transportation of library materials is impeded by inefficient operations that often result in lengthy delays of the receipt of materials needed at a given location. The metropolitan area of New York City is a good current example of such inadequacy and inefficiency. Telecommunication has not proved to be a help so far in view of its cost.

(5) Upgrading Library Professionals. The idea of continuing education for professionals is a good one, but little progress will be made unless individuals and institutions can be subsidized for the financial sacrifice they suffer as a result of such programs. In addition, the programs must be upgraded in quality and relevance, so that those enrolling will receive genuine benefits.

(6) Automated Informational Retrieval. With regard to computer-based information retrieval systems currently developed, particularly by on-line, realistic measures are called for to encourage greater use. The chief impediment is the requirement that individuals wanting searches performed have to pay for such service; but individual researchers (e.g., professors) are often doing their research without access to sufficient grant funds and, therefore, must pay for such services out of their own pockets. Some means should be found, either through funds provided to the libraries to allow them to give services below cost after a proper screening of researchers applying for such service; or the institutions to which the researchers belong should be given funds to pay for duly authorized searches.

I appreciate this opportunity to submit suggestions to the Commission.

Very truly yours,

Robert H. Muller
Chief Librarian

RHM:jc

Enc.

Chapter 9

TOWARD A NATIONAL PLAN FOR COOPERATIVE STORAGE AND RETENTION OF LITTLE-USED LIBRARY MATERIALS

Robert H. Muller

Queens College, City University of New York
Flushing, New York

There is no special virtue in cooperative storage as such. It is a means to an end. We should resort to it only if it can save us money without causing too much inconvenience. In theory, it may appear advantageous and logical to store little-used materials in a common facility built at low cost, located on cheap land, and less costly to maintain than storage facilities operated separately for each institution. Those advocating cooperative storage would argue that it will also reduce duplication of materials and free space in existing buildings, which will then not have to be expanded until much later.

There are some who question whether any of these objectives can actually be attained. One student of the subject in particular, H. Joanne Harrar, wrote a doctoral dissertation [1] on cooperative storage, and concluded that it has been "limited in realization" despite the fact that in theory it would seem to make good sense. She analyzed the three most prominent examples of cooperative storage, the Midwest Interlibrary Center in Chicago (now called Center for Research Libraries), the New England Depository Library in the Boston area, and the Hampshire Inter-Library Center at Amherst, Massachusetts, and concluded that processing costs had increased instead of having been reduced, due to the added steps required to transfer the books from the main collections and to reprocess them for storage. She discovered that cooperative storage had eliminated duplication

to only a limited extent and that the originally anticipated economies had not been demonstrated in operation. On the positive side, however, she pointed out that storage centers had stimulated the development of certain other programs not originally envisaged, and these programs may, indeed, have proved to be beneficial, notably, the joint acquisitions programs and cooperative specialization in subject collecting. However, she points out that in order to achieve these objectives, one does not really need a physical facility for the joint storage of materials. She further concluded that the three storage facilities she studied should not "be looked upon as successful models upon which future storage facilities should be patterned" [2].

Not everyone would necessarily agree with Miss Harrar. It would depend upon how you measure success of an enterprise. When Keyes Metcalf was recently asked what he now thought of the New England Depository Library, which he was instrumental in getting started beginning in 1937 and which commenced operations in 1942, he thought it was successful because it had saved money in the cooperating institutions and the 30-year mortgage had been paid off in 15 years. However, F. X. Doherty, who reported on this storage venture, had said earlier that it had not done much toward reducing duplication or increasing library specialization [3]. This library storage center is controlled by 12 member libraries, including Harvard, M.I.T., Boston Public Library, Massachusetts Historical Library, etc.; it was constructed in an accessible location on land donated by Harvard. The total cost of the building was about $215,000, and the building is still in operation; it has a capacity for 1.5 million volumes. The Director of the Center for Research Libraries in Chicago, with its 3 million volumes in compact storage, probably also regards his cooperative as a success. However, if one were to measure success in terms of original objectives, one may have to conclude, as Miss Harrar did, that most of these objectives had not been achieved. Yet if one considers the conversion of the midwest storage center into a major national bibliographic resource, its enlargement from its ten charter members in 1951 to a membership of over 90 institutions, one may assume that the original investment of $750,000 from the Carnegie Corporation, plus $250,000 from the Rockefeller Foundation, has paid off. As at the New England Depository Library, the land for the Midwest Inter-Library Center was donated, in this case by the University of Chicago. The Center has enabled member libraries to weed their collections, to reduce standing orders, to keep subscriptions to foreign newspapers and little-used scientific journals at a lower level than would otherwise have been possible, and to curtail collecting activities in such categories as foreign dissertations, college catalogs, state government documents, telephone directories, etc. Recently (March 19, 1973), a $40,000 agreement was signed between the New York State Library and the Center for Research Libraries, providing inter-library loan access to the materials in the Center to any library in the state of New York which is not already a member of the Center. This program is an experimental one, to last for six months. Undoubtedly such far-reaching innovative cooperation would not have taken place without the existence of this Center.

The Hampshire Inter-Library Center, for which a special facility was not constructed, was first housed in the library of Mount Holyoke College and later transferred to the library of the University of Massachusetts. Because overhead costs were supported by the institutions in which the Center was housed, it is difficult to determine the exact magnitude of the benefits achieved. However, construction of new space was probably postponed at some of the cooperating institutions.

If we examine the basic motivation and logic supporting the development of storage libraries, there seem to be essentially two conditions involved: (1) Libraries run out of space, and relief must be obtained in some fashion. If construction funds for new storage facilities on a given campus are not available, the existence of a storage center will naturally seem to be appealing because construction can then be postponed even though storage will cause a considerable amount of inconvenience and extra expense. (2) A perhaps more important condition is that all large libraries contain a great deal of material that is not being used very much. For instance, Ralph Ellsworth reported for the University of Colorado that at peak times only somewhat less than 15 percent of the collection was in active use. In his comprehensive treatise on the economics of book storage in college and university libraries, he mentions that this condition may not be true of all libraries at all times and may differ from field to field, but he says that "stories are legion about the books and journals that remain on shelves year after year with their pages uncut" [4]. It is the characteristic of a research library that a great many of its books are very infrequently used. Fussler and Simon showed that if the least used 50% of a collection is removed, 93% of the books called for will still be available. If 80% is removed from the collection, 80% of the demands will still be satisfied. If you remove 25% of a large research library, you can expect that the average book in the storage facility to which the books have been moved, will not be called for more often than once every 35 years [5]. This use pattern is the basic fact which leads many to conclude that something should be done to remove the less active part of the collection to a facility that costs less to build than a typical library building on a main campus and where books can be shelved more densely, e.g., by size, and which costs a great deal less to maintain. However, Miss Harrar concluded that there is no evidence that such a facility, built on land owned by a given institution for its own storage needs alone (as was done at Michigan, Princeton, Yale, and Berkeley), is more costly than banding together with a number of institutions for the purpose of cooperative storage [6]. Granted that the Fussler and Simon conclusions concerning the use of a large research library are correct, the problem still remains as to how we can determine which part of such a large collection is not likely to be used, and this is the problem to which Fussler and Simon addressed themselves in considerable detail. They attempted to identify the factors that should govern us in selecting books for storage, the primary factors being the publication date and the use of the book. (The publication date would, of course, vary from field to field.)

Those who have studied cooperative storage in actual operation, do not seem to agree that it is advantageous. Nevertheless new proposals have continued to crop up. For instance, at my own college, Queens College, it was proposed in 1967 that a very large storage facility for the libraries of New York City be constructed underground. This idea was not acted upon after it was subjected to scrutiny by a special projects committee of METRO. In A Study of Seven Academic Libraries in Brooklyn and Their Cooperative Potential [7], it was proposed by Rice Estes in 1963 that for these institutions, which included Long Island University, Pratt Institute, and the Polytechnic Institute of Brooklyn, a large central research library be constructed and, failing that, the idea of a storage center be explored; it was to be modeled after the Hampshire Inter-Library Center. As in the case of Queens College, nothing came of it. More recently, in 1970, the five associated university libraries of New York (the New York State Universities of Binghamton and Buffalo, plus Cornell, Rochester, and Syracuse) issued a report entitled An Analysis of Book Storage and Transportation Requirements, written by Tesfaya Dinka and Davut Okutev, both associated with the Industrial and Engineering Department of Syracuse University [8]. In this report it was stated that "data clearly show that it is advantageous to construct a high density storage library at a central location [8, p. 32] (Ithaca or Syracuse), to be operated with vehicles owned by the corporation. It is a detailed and penetrating study of the various factors involved in a central cooperative storage facility, covering such matters as land, construction costs, transportation of materials, compact storage options, and selection of storage equipment. This proposal has not yet been acted upon.

Another proposal which did not materialize was for a Northeast Regional Cooperative Library Center. It was discussed between 1948 and 1952 and might have included the Library of Congress, University of Pennsylvania, Princeton, Columbia, New York Public, Yale and Harvard. The idea died after it was proposed that $150,000 first be sought to finance a feasibility study.

The possibility of a storage program has also been considered by METRO (the New York Metropolitan Reference and Research Library Agency, one of the nine such agencies in the State of New York). Hendrik Edelman wrote a report in 1969, entitled Shared Acquisitions and Retention System [9]. Edelman did not recommend that a storage building be constructed but that METRO contract with one or more libraries in its geographical area to take responsibility for the retention of last copies of certain types of material. Such a "retention center" would be financially supported by a fixed fee for each title handled for a requesting member library. This proposal, in the absence of any possibility of construction money, assumed that there would be enough empty space in existing libraries that could be used for the storage of last copies. Thus the stored materials would be distributed or scattered rather than centralized [9, p. 14]. METRO has since embarked upon a

modest joint acquisitions program supported by contributions from its member libraries. Expensive materials, which need not be acquired by any one of the libraries independently, are bought from this cooperative fund; and the acquired materials are accessible to any member library upon request to the library which agreed to store the material. The retention-center proposal, however, has currently a low priority on the METRO agenda.

Thus the idea of cooperative storage has not vanished despite the reservations that have been expressed about it. If we accept Miss Harrar's contention that the three major existing storage centers are questionable because they failed to fulfill the original objectives, we may now ask if there is not a model that is worth emulating. One viable enterprise that comes to mind is the Medical Library Center, located in New York City at 102nd Street near 5th Avenue, which was chartered in 1959 and which began operating in 1964. It was sponsored by the Academy of Medicine and other medical libraries to house a collection for shared use. Those cooperating now number 30 medical libraries, with those designated as sponsoring paying $10,000 a year, and those who are merely participating (that is, hospitals and smaller research institutions) $3,000 a year. This center now houses nearly 40,000 volumes of 6,000 titles of medical and scientific periodicals and about 97,000 unbound pieces of periodicals; in addition, it has 27,000 textbooks and monographs. These materials were transferred from member libraries. The opinion was expressed that if it had not been for Dr. Howard Reid Craig, then Executive Director of the New York Academy of Medicine, which was desperately in need of space, the project would not have gotten off the ground. As in the case of the Midwest Inter-library Center and the Hampshire Inter-Library Center, it required foundation grants, which in this case amounted to half a million dollars and a loan of $450,000 to enable the Center to purchase an existing garage and loft building erected in 1920. The building has 8 stories, and the Center occupies only one and a half stories of this space at present and rents the rest of it, mostly on short term leases. It derives a substantial amount of its income from the rental of these spaces. It is a viable institution with an operating budget of $200,000 a year and is probably saving the member institutions substantial amounts of acquisitions money, even though there is at least one institution (Columbia) which is known to have been reluctant to transfer much of its little-used materials despite overcrowding, and there seems to be a reluctance of some of the other member libraries to give up their books unless forced to do so in view of excessive overcrowding. The present Director of the Center, Mrs. Jacqueline W. Felter, expressed the view that one does not have to have a physical depository facility in order to make a cooperative program possible. However, a program of distributed joint storage among existing libraries is obviously a much more fragile entity because there is no guarantee that it will be feasible to continue to make stored materials readily available to member institutions indefinitely.

At present a crucial part of the operating program is the daily messenger service, by means of two trucks rented from the Hertz Corporation, with a driver employed by the Center [10]. Without such assured delivery service, the program is likely to be much less acceptable, and it is noteworthy that in the study of the Five Associated University Libraries, major attention was, indeed, paid to the transportation problem including insurance; and the conclusion was reached that the fastest service of all could be obtained if the proposed center operated its own delivery system with leased or bought vehicles, equipped with special racks, which were claimed to reduce dramatically the packaging costs and time.

It would seem that the Medical Center Library may well serve as a prototype and has much to recommend it, particularly because of one feature which is not characteristic of the libraries that joined together in the other centers. This feature is a common subject matter. I suspect that if more libraries of a similar type, such as law libraries, theology libraries, engineering libraries, music libraries, tried to join together for the purpose of cooperative storage or distributive storage, greater benefits could be achieved than if we confined our thinking to inter-institutional arrangements among diverse neighboring institutions*.

We should not be too optimistic, however, about the attractiveness of the central storage idea to all concerned since there are some basic forces that work against it. Among these impediments are the following:

1. In most libraries book storage costs are not considered part of the operating budget. If libraries had to pay out of their annual budgets for the amortization of the capital that created the space used for the storage of books, their directors would probably evince a great deal more interest in cooperative storage centers. In business and industry, one pays for space as part of the operating budget, but most libraries are not held budgetarily accountable for the cost of space. Whenever the library runs out of space, it tries to solve its problem first by creating its own storage library or resorting to some kind of compact storage, to postpone the day on which they have to ask for new construction funds.

2. In recent years, many libraries have, indeed, been able to build new space without too much difficulty, especially with the help of Federal loans and grants; and as long as such funds are obtainable, there is no great incentive for seeking cooperative storage as a possible solution.

3. There has always been, and still is, a reluctance on the part of libraries, especially when faculties are involved, to have some of their books located at some distance. The inconvenience of having a delay-time

*Edelman states, "We should like to urge the further development of groupings of special libraries with comparable subject interest." He notes that this is already in existence among theology libraries [9, p. 7].

for delivery and the handicap of having to do one's work at some distance are considered serious.

4. As has been shown in the examples, a considerable capital-plus-land donation has been required to convert a storage idea into reality and to get it started. In addition, there seems to be needed a sustained effort on the part of one individual or several who are connected with an institution which has a self-interest in creating space not readily obtainable otherwise.

5. There is concern over the high cost of selecting material for storage and the cost of record-changing; it has also been claimed that the cataloging cost is higher since a scholar needs a more detailed and accurate description of material if it is stored in inaccessible locations. In other words, it is not clear that in all situations there is likely to be a cost-reduction in the processing of library materials unless materials are immediately funneled into a storage facility, as was done at Harvard in the early stages of the New England Depository, so that decataloging or changing of records is not required.

6. One cannot overlook the element of local pride in the size of the collection. Many librarians and presidents are quite reluctant to see their own libraries shrink in size; they may fear that such reduction may also mean a loss in stature and reputation.

7. There is also the question of library property and the legal restraints that prevent some libraries from transferring materials from its own campus to a centrally operated facility. This problem has been neatly taken care of by the Center for Research Libraries through the establishment of a category of books stored in that Center to which the institution does not lose title. However, it is often assumed that there are legal obstacles to the transfer of materials that stand in the way.

8. There is also a point overlooked which may be called the inability or unwillingness of administrators, politicians, and bureaucrats to make long-range plans and work toward long-range benefits. It is so much more normal to look for immediate tangible solutions to problems and leave the crises that are likely to arise twenty or thirty years hence to our successors to solve. Short-term solutions are often more readily applauded and rewarded by one's immediate and present constituency, and many of us tend to operate on the assumption that the future will somehow take care of itself.

For the United States as a whole, there really seems to be no adequate program to cope with the continuing accelerating growth of research library collections on each and every campus of the major universities of this country. It seems that we need a program that goes beyond local, state or regional boundaries; and the only hint found in the literature on the subject was in a 1960 monograph on storage warehouses by Orne, who envisaged possibly five major libraries in the United States to entertain a new concept of national responsibility, with a nationwide plan calculated to utilize every major, minor, private, and public institution, to the extent that it should participate in the national responsibility [11]. Such a plan, Orne said,

could be directed by the Library of Congress or even by some supranational library authority. Basic to Orne's concept is the principle of nation-ownership of library materials. Orne admits that his ideas may seem visionary.

We are likely to continue to build on the base of existing structures instead of creating a setup based on a broader concept commensurate with the total task. What we may need is one national center (or several centers) to which every low-usage book is routed for deposit and where at least two copies will be preserved and stored. One of these copies would be non-circulating; the other one could be readily and quickly borrowed upon request. If such a library existed today, our acquisition and retention policies throughout the library community would be fundamentally altered. Such a concept could probably only be brought into existence if one were to start from scratch at a given date. We could make available everything from, say, 1976 on, and would include photocopying and royalty payments to copyright owners as well as access to computer-based bibliographic records of the titles stored, rapid interlibrary lending and teletype links and facsimile transmission for urgent requirements. There is nothing "blue-sky" about such a model. The only forces that would keep us from developing such a nationwide system are our separate institutional strivings toward local comprehensiveness.

It is doubtful if such a plan can materialize before the year 2000; we are more likely to continue to use expediencies and temporize until enough institutions have reached the breaking-point beyond which they can no longer afford to maintain collecting and retention programs as presently conceived and operated. The sooner we realize that narrowly based storage centers can merely postpone the evil day, and the sooner we begin to work toward the establishment of a comprehensive, centrally directed national program for preservation and ready dissemination of predictably little-used books, the better off we will be. We must begin to plan more rationally for the future and not limit ourselves merely to what is feasible locally or regionally.

The three major existing storage libraries should not be looked upon as prototypes. They came about as a result of a combination of felt need, seed money, land grants, strong leadership, and strong direction. They constitute what happened to be practicable and attainable to gain short term benefits. The ultimate solution requires a national plan for the storage of readily lendable little-used materials, plus a computer-based catalog of such materials and speedy transportation. However, researchers and scholars must lower their expectations and not insist on immediate delivery of little-used materials. If users continue to be unreasonable, cooperative storage will not be realized.

The optimal requirements of a national retention center would be a location on inexpensive land in a nonpolluted location near air transportation. If speed of delivery is regarded as important, the center might include in its budget the operation of aircraft or helicopters, plus contracts with existing

airlines, plus speedy local delivery. The storage and use of the non-circulating second copy of each retained title should involve proper security measures to guard against natural disasters and acts of war, theft, and vandalism. Special preservation measures are also required to guard against deterioration of paper; and transfer of text to microform may be indicated in some cases. For security reasons it may be necessary to provide for two such centers, with the second one in a secret location serving as a backstop. With a sufficient number of library members, the envisaged retention and service system could probably be supported by institutional membership fees, which might be lower than present burdens carried for comparable purposes by each institution separately. However, if support by membership fees should prove insufficient, seed money and continued partial support by the federal government would be justifiable since the system would constitute a major national resource.

The idea of a central agency for the preservation of little-used materials is not entirely original. It has previously been proposed, but in a different context, where the emphasis was on preservation for posterity rather than on achieving current cost savings. The proposal was made in 1964 and published in 1966 by Gordon Williams, on behalf of a Committee of the Association of Research Libraries concerned about the preservation of deteriorating books. The summary report stated that "the most practical solution requires the establishment of a federally supported central agency that will physically preserve, for use when required, at least one example of every written record of significance, and that will insure the ready availability of adequate copies of these books and other records to all libraries" [12]. Part of the proposal involved deacidification of the paper and storage at deep-freeze temperature of minus 2 degrees to prolong life expectancy of books to a span of over 4000 years. The proposal also considered a duplicate location, but did not actually come out in favor of such extra protection. Nor did it endorse the idea of a separate catalog, but recommended instead appropriate number designation within the National Union Catalog.

A final question might be asked: why can the present Center for Research Libraries not assume the task of preserving little-used materials on the comprehensive scale proposed in this paper? The answer is that, theoretically speaking, there is no fundamental obstacle. In practice, the Center has currently insufficient space, is located in an urban atmosphere, and is inadequately subsidized. A branch of the Center is conceivable that would overcome present restraints and place its operation on a base commensurate with its total task to serve all the research libraries in a more systematic and consistent way than has hitherto been attempted.

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April 16, 1975

National Commission on Libraries and Information Science
Mid-Atlantic States Regional Hearing

TO WHOM IT MAY CONCERN:

The attached is just one of hundreds of letters I have written in the same vein. It is a terribly complicated subject, made further complicated by too many fanciful statements that have gone unchallenged. It should be apparent (but is not) that certain facts are unquestionably true:

1. There is today a system for publishing scholarly journals which depends upon subscriptions. Without these subscriptions these journals will fail and will obviously then not be published. The lifeblood of these journals is their subscription income. Thus, whatever harms that income tends to weaken and perhaps destroy the journal in question.

If a journal publisher has been selling ten subscriptions to ten different libraries and they band together to buy one single subscription, then obviously the journal subscription revenue is harmed. If a large company has been buying a subscription, but is able instead to buy individual articles or sometimes copies of the entire journal, in cheaper photo-duplicated form from a library, then that harms the revenue of that journal.

2. The alternative to this system of publishing journals is nothing less than accepting 1984, Big Brother, and the control of information not by the private marketplace but by either Big Business or Big Government.

3. Indeed, libraries have a legitimate problem. They don't have enough money. There is no question but that this is true. Therefore, they seek to make money by charging for their photoduplicated copies and make a profit at it (it is easily profitable since they have had no cost except for the actual machine and one subscription), and feel at the same time that they are serving a legitimate need of their users. My sense of it is that if the libraries had money and were able to house the journals in question because they would be able to buy them, they would no longer accept the spurious argument that General Electric, for example, cannot afford to buy a subscription to a $25. a year journal, or even a $250. a year journal.

Researchers are not poets; researchers do not starve all alone in garrets; researchers work for companies or for universities. They are supported quite often by the government. Therefore, there can be no plea of poverty on the part of researchers, who can afford to pay for the information they use in their work. What is really involved is as

simple and American as apple pie. There is a handy dandy new toy which guarantees instant gratification. There is also the tingling sense of the illicit in stealing what someone else has worked over, produced and is selling.

As I see it, therefore, researchers being no less nor more human than other people, have found a way to get instant gratification and something for nothing (or for very little). The libraries, normally very moral institutions, are faced with a terrible budget squeeze and find that they must augment their income by an illicit action (or at least an immoral one) and are willing to pay lip-service to the idea that the poverty-stricken researcher really must go to them for what he wants.

In the meantime, there are only a few hundred publishers of such materials and there are hundreds of thousands of voters out there. So Congressmen are perfectly willing also to pay lip-service to this dubious proposition: that if I own an orange it is mine to sell but if I own information which I have printed at great expense and at which I make my living by selling, then that too is mine to sell - but at the same time, anybody can come along and make a copy of it, thus depriving me of my living - since it is a sine quo non of publishing that I have to sell a lot of copies of what I produce in order to survive.

Cutting through all the balderdash that has been spoken on this subject these are the facts as I see them. The solution it seems to me has to be twofold:

1. Libraries need expanded budgets.

2. Property laws should be extended to intellectual property (I know they do in theory, but evidently not in practice).

Any ruling contrariwise that insists upon compulsory licensing (and therefore a severe limitation on my ability to make a living) is discriminating against people who own intellectual property as opposed to people who own oranges. There is a law of supply and demand in the orange business that currently has me paying 10¢ for a tasteless, juiceless, artificially colored orange. No one tells anybody how much to charge me for that orange. I am told instead that the law of supply and demand operates in that marketplace. If I go along with that system (which I do, while gnashing my teeth) I cannot for the life of me understand why the law of supply and demand does not apply in the marketplace of intellectual property.

I hope you will read my attached letter and this paper in the spirit in which they are tendered - not as being querulous or angry but as the

thoughts of someone who has spent the last ten years in research, and speechmaking on this subject to anyone who would listen. No one is going to send anyone a telegram to tell them that the golden goose is dead. Photocopying is going to destroy the scholarly journal as a viable enterprise. There will be nothing to supplant it except what I have stated above: the substitution of a less beneficial form of dissemination of information. I urge you, therefore, not to let the present means of dissemination be destroyed.

Sincerely,

Earl M. Coleman
President

EMC:gls

January 20, 1975

William S. Budington, Executive Director
The John Crerar Library
35 W.33rd Street
Chicago, IL.60616

Dear Bill:

Just because we are discussing a complex matter does not mean we necessarily have to be overly formal with each other.

I am responding to your letter of January 15. It is my understanding that with NTIS the John Crerar Library is jointly selling an English translation of an article from the #10 1973 issue of PRIKLADNAYA MEKHANIKA (Soviet Journal of Applied Mechanics). Obviously my information could indeed be wrong but let us assume for the moment that it is right. Plenum Publishing Corp. has entered into a contract with VAAP under the terms of which we pay substantial royalties to the Russians for exclusive world rights in the English language to translate and publish cover to cover a large number of Soviet scientific and technical journals. To make sure that this material is widely disseminated and as is needed we have always made it a practice to sell separates of every single article. Our turn around time is one or two days from receipt of the request. Therefore, there cannot be a single reason known to me why any interest is served in anyone violating the rights we have bought, or our own copyright in the articles we have translated.

As you can judge I am trying to take the heat out of what could be a bitter argument and discuss the matter on the merits of the case itself. I am not trying to make a Federal case out of it, nor am I trying to make it a case involving publishers other than myself. I am instead addressing you as a reasonable man, pointing out that I pay royalties for legally valid rights much the same as I would pay royalties for a patent. These rights assumedly protect me from anyone else <u>selling</u> a translation from any of the materials to which I have been granted rights. Obviously I cannot prohibit nor would I want to prohibit anyone from <u>making</u> a translation on their own of anything. I can, however, prohibit someone from selling in competition with me that to which I have been granted rights.

Although it is true that Williams & Wilkins is in the courts right now, I hope it does stand to reason that where I have spent a great deal of money in preparing a translation and where I sell separates of every single article, there can surely be no justification for anyone trying to purchase a translated article from any unauthorized source. Yes, I am sure that John Crerar - which did not have the cost of doing the translation - can beat my price because it has nothing to do but make a copy; however, I do offer my translations for sale and they are freely available, though obviously not free. Just as people buy hot television sets, or pirated records (and for much less because the seller has invested nothing) so the only reason people would go to an unauthorized vendor is to rip off the person who did have an investment.

You will notice I have not talked about the plight of libraries nor the high cost of recruiting library help nor the disaster of federal funding, because that is not really what we are talking about, is it? These are separate problems and of course have to be dealt with. But they have nothing really to do with what we are presently discussing.

Nor have I mentioned the library "user". A subject that rarely comes up for discussion is "who is the user likely to be"? Westinghouse? Babcock & Willcox? Is one allowed to question the validity of supplying ripped off materials to huge corporate entities, presumably because they do not have the money to pay for legally acquired materials? Is the user perhaps a $50,000 per year doctor, or a $100,000 per year specialist? Or a $200,000 per year consultant? Are they also in the unfortunate position of not being able to pay? One of the questions which is generally begged when we discuss the "user" who may be held up because of the 'inaccessibility of the materials' is who is doing the research? Not some poor, starving scientist, living in a garrett (I believe only poets live in garrets these days and there is no way to rip them off) - no. Research is performed by researchers who are in the normal course of events employed by huge companies, or who are working at universities on projects funded in hundreds and thousands and sometimes millions of dollars. No question but that the head of a project, who probably makes $100,000 per year, would like to keep the total cost of the project down so he can have more money for research proper and more materials. Of course he would get an article for $2½ rather than $15 if he could. Who wouldn't? But everything costs money, including the living expenses of a $100,000 per year head of a project. In short, I think this argument has been skewed badly. I would believe it if I were

told that libraries are in terrible shape. Yes they are. I would believe it if I were told libraries need to exist because they fulfill a very important function in our society. Yes they do. I would not believe it if someone told me my materials are not easily accessible. They are. I would not believe that in these days of 30¢ oranges, a price of $15. for 6,000 words of translation is a high price. It isn't. I would not believe it if an eye, neeseanddneae man said he was unable to afford to buy subscriptions to the journals in his field. He would be lying.

What I am saying unfortunately is common sense. It may be all too obvious and, therefore, not common at all. People would much rather deal with the mystical, the catchword, the unreal, for dealing with the nitty gritty problem is often just plain miserable and nasty since it is hard to deal with.

I am sorry I have taken up so much of your time with this very long letter but I felt I owed it to you as a friend and to myself as an advocate. To return then to the journal in question, it is called PRIKLADNAYA MEKHANIKA; our name for it is SOVIET JOURNAL OF APPLIED MECHANICS; our subscription price is $175. per year. It comes out 12 times a year, contains1700 pp at approximately 600 words per page. We are talking then about a journal which contains approximately one million words of information selling for $175. In the normal course of events, scientific translation today costs approximatedy $30. per thousand words, so that an individual translation of this journal would cost about $30,000. Our charge per thousand words for this translation is less than 20¢.

I do hope you will accept this letter in the friendly spirit in which it is written. I would be interested indeed in learning from you your agreement or disagreement with what I have said.

Sincerely,

Earl M. Coleman
President

EMC:gls
cc: William Knox, NTIS
bcc: HT BB BA

May, 1975

Library Development in New Castle County, Delaware.

Testimony for the National Commission on Libraries and Information Sciences.

New Castle County, Delaware, an urban County of nearly 400,000 inhabitants, provides minimal public library services by contracting with a number of town library commissions or privately chartered libraries for library service. There is virtually no state library leadership at present, and there is no way to control or improve the quality of library service. There is no useful development plan, and no way to measure library effectiveness. Public libraries range in quality and size from the prestigious Wilmington Institute Free Library to the Claymont Library, a relatively unplanned facility which is opened 4½ hours each week by a volunteer staff. Other Library resources in the County include the excellent University of Delaware Libraries at Newark, The Delaware Historical Society Library at Wilmington, and the Eleutherian Mills - Hagley Foundation Library. Special libraries in the County are notably rich due to the concentration of Industrial research efforts, mainly but not limited to the E. I. duPont deNemours Company.

In October, 1974, the New Castle County Council approved legislation based on an earlier State Legislation creating the New Castle County Department of Libraries. A long history of unsuccessful attempts to create a system lay behind this legislation. Recent years have seen a dramatic shift in economic power from City to the County, and an uncertainty on the part of large established libraries in dealing directly with their changed urban context. The Wilmington

Institute Library reports that 60% of its users are New Castle County residents, and at the same time attempts to serve the City residents have met with nominal success. In 1974, circulation from two relatively small branches in the County and from their bookmobiles, was more than twice the circulation of the Institute Library in the City. The number of telephone referrals from the branches has even made it necessary for the County to contract for reference service with the Institute and to give it a substantial amount of money for acquisition supporting of reference materials. Other libraries in the County and some depend on a Federally supported interlibrary loan system (DRILL - Delaware Rapid InterLibrary Loan) which is moderately successful, and draws heavily on the resources of the University of Delaware and the Wilmington Institute. Each smaller library has its own Library Commission, which with the notable exception of the Newark Free Library, is cautious about losing autonomy in a developing system. The comfortable inertia of a small recreational public library does not provide a context for creative change. Four of the eight libraries have no library professional; two of those four are staffed by high school graduates. None of the small libraries are open as much as 40 hours per week. The situation is ripe for creative change, and as a newly appointed Director of a newly created system, I would like to be able to prepare for those changes which will result from the reordering of Federal library support following the adoption of a new National Program. However, the challenge to the State Libraries by the National Commission will not likely be met soon in Delaware, where the State Library is without professional leadership, without real program direction, and without

financial support for development. The New Castle County Library System will be much stronger than the State Library in terms of information resources, personnel, and programs.

It will be unlikely that the New Castle County will want to accept state leadership, which is behind in development and expertise. It is also unlikely that the New Castle County, about to expand dramatically its scope and quality of library services, will want to slow its expansion by siphoning off money to improve the State Library. The first point I am making is that it does not always seem that a strong state library is the best place for a developmental focus either by the State or by the Federal Government. It is even possible to conceive of the State of Delaware contracting with the New Castle County Library System for certain library services. The practicalities of politics may work against such an idea, of course, but it is not without merit. The only two major libraries in the State are located in New Castle County, which is adjacent to the great resources of the Philadelphia area libraries, it would seem strange to center a strong developmental effort in Dover, in a rural to semi-rural area, which may not develop into population centers if the Wilmington urban revitalization is successful enough to pull people back into an enriched, comfortable, and secure urban living context. Library services need to concentrate where the good library collections are. You need the collections in order to be able to provide equitable service. My second point is that library collections in Delaware are in a very basic form. The major public institutions are as far away from computerization as Gutenberg's press is from the Xerox copier. New Castle County Libraries, and Delaware Libraries, need a great deal of assistance

in updating their traditional methods of access and very traditional patterns of library service. There seems to be little or no interchange between special libraries and public libraries (is there ever?) and it is likely that many well funded special libraries in Delaware have developed means of data preparation which could be adopted for the moderization of the public library data base. I would like to see grant money made available to investigate the possible relationships, and beyond that, to bring Delaware Libraries to the point of being able to participate in a network meaningfully. Networking is at least a two way street; at this point Delaware Public Libraries would receive profoundly more than they could give. Political consideration will also affect the capability of New Castle County to develop its own internal library modernization. It is especially upsetting to a library patron, used to very traditional library service, when he hears that a computerized indexing project has just received a $200,000 start up grant, and he is 26th on the waiting list for the one copy of a best seller in his branch library. The plain fact is that the New Castle County Library System, with a tremendous potential and enthusiastic support, still needs help to get where it should be, before it can meaningfully participate in the networks of the near and distant future. This system applauds the efforts of the National Commission, and pledges its enthusiastic support of the innovative National Program. We intend to get where we should be and beyond, as fast as our considerable and developing abilities will permit, and look to the National Commission for both objectives and development assistance. I am enclosing copies of recent State and

County Legislation concerning Libraries for your information.

Thank you, on behalf of Melvin A. Slawik, County Executive, Henry R. Folsom, President, New Castle County Council, and the New Castle County Department of Libraries, for the opportunity to submit this brief testimony concerning library development in New Castle County, Delaware.

Samuel Douglas
Director, Library Department
New Castle County Library Department
Wilmington, Delaware

NEED FOR RESEARCH LIBRARY FACILITIES

FOR THE DISTRICT OF COLUMBIA CITIZEN (RESIDENT)

In 1968, mounting concern for the lack of access to public higher education for the citizens of the District of Columbia resulted in the establishment of Federal City College and the Washington Technical Institute to overcome this inadequacy. Conversely, there exists also a need for a specialized library facility for the advanced scholarship needs of the residents of the D.C., and that need has yet to be addressed.

In most states, the state library provides for the advanced research needs of its residents. Because of the District's peculiar geographical status, there is of course no state library network. The assumption then would be that the public library would provide a facility with specialized, in-depth collections to meet the special scholarship needs of its citizens. This is not the case.

In the STANDARDS FOR LIBRARY FUNCTIONS AT THE STATE LEVEL, the American Library Association Committee on Standards (Standards for Library Functions at the State Level, Chicago, 1963) following statement was made in the introduction:

> "A state without adequate library service is like an individual without adequate education. Governments as well as individuals must have and use the full record of knowledge if they are to realize their potentialities.
>
> To some degree every state has recognized the value of library service. States provide library service directly; promote service through other agencies; coordinate the various library resources; aid libraries financially; and require service through standards and regulations. The authority for these responsibilities of state government is clearly grounded in law, for in our

> federal system the responsibility for education rests essentially at the state level. But no state has yet provided a sound total library program, and some states have not clearly recognized the importance of library services as an essential asset at this stage of the development of American life".

The District has approximately 110 libraries: including a public library system, college and university libraries, federal agency libraries, special libraries, private libraries, and the Congressional Library (unofficially regarded as the National Library). Of these, only the public library system is freely accessible to the ordinary citizen.

The scholar/researcher may obtain entry into most of the private or government libraries by presenting his credentials -- his institutional affiliation, his publications, his current research project. This same ease of entry to utilize resources is not available to the ordinary citizen.

Within the code of the interlibrary loan regulations, materials may be borrowed by one library from another library for a user; but the user is subject to certain restrictions. The National Interlibrary Loan Code is designed to make bibliographic resources widely available but there are safeguards written in to protect the interests of the primary users of the lending libraries. The result may be that a requestor is denied a loan if his need is in conflict with the needs of the primary users, regulations of the ILL code, or restrictions placed by the lending institution. Someone then must assume responsibility for providing for the informational needs of District residents, but to whom does the citizen appeal?

LIBRARY OF CONGRESS

The following statement is quoted from the Interlibrary loan regulations of the Loan Divisions of the Library of Congress:

> "Under the system of interlibrary loans the Library of Congress will lend certain books to other libraries for the use of investigators engaged in serious (underlining mine) research. The loan will rest on the theory of

> a special service to scholarship which is not within the power or the duty of the local or regional library to render. Its purpose is to aid research calculated to advance the boundaries of knowledge, by the loan of unusual books not readily accessible elsewhere. It is organized to complement the resources of other libraries, but not to supply the major part of the materials needed for any extended research. Consequently, it does contemplate, but its scope does not extend to loans of large numbers of items required for use in a single investigation".

Library of Congress asserts then that it will supplement the informational requirements of D.C. citizens, but it cannot assume the role of regional or state library.

THE D.C. PUBLIC LIBRARY

The D.C. Public Library system has 19 branches and one Central Library to serve the needs of 723,000 people. Because of budgetary problems, and changes in leadership, the D.C.P.L. has not been able to develop a strong central research resources as many public library systems have such as New York Public and Philadelphia Central Library. The D.C.P.L. central facility barely meets the minimal advance study needs of the resident high school and college populace; it does not even approach the scholarship needs of the professional class which resides in the District.

CONCLUSION

The recent election of a city government left the Congress still holding the purse strings for the District of Columbia. It is therefore incumbent upon this body to provide for the citizenry the means by which the necessary research resources can be made available to them.

The acuteness of the situation in this area is tied directly into the proliferation of College students during the past two decades in the city universities and colleges and the opening of a new public college with an "open admissions" policy. It is only natural that the heavy burden already imposed upon the city agencies and institutions by people from all over the nation and indeed from global countries, is now seriously aggravated by this tremendous influx of students. It goes without saying but it must be said, the cost of an adequate bank of resources to meet such needs is without question beyond the ability of the city revenues to establish and maintain. This is clearly a matter to be dealt with at another level. It is from this level that a dynamic program to support education and research at all levels and to offer media for the continuation of self development and recreation must be sought and obtained as soon as possible.

Mrs. Lottie M. Wright
Director
Library and Media Services Division
Federal City College
Washington, D.C.